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THE UNIVERSITY OF ALBERTA

PROBLEMS AND PROGRESS IN ELEMENTARY EDUCATION IN JAMAICA 1838 - 1973

by

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A THESIS
SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH
IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE
OF MASTER OF EDUCATION
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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled "Problems and Progress in Elementary Education in Jamaica 1838 - 1973" submitted by Gloria Victoria Burke in partial fulfilment of the requirements for the degree of Master of Education.

D. R. Pugh
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Date 22 April 1974

ABSTRACT

Jamaica has long been faced with the paradox of high unemployment and underemployment of elementary school leavers added to the shortage of middle level manpower. This situation has its origin in the years immediately following the abolition of slavery when the missionaries opened schools in the island, and in their desire to educate primarily for religious purposes offered only academic subjects. The negroes, who had been exploited as agricultural labourers, had no prospects of practising successful agriculture as planters refused to sell them land. Hence they came to regard academic-oriented education as offering prospects of social mobility, while they frowned on Technical and Practical subjects.

This thesis traces the slow extension of elementary education in the Colonial period and the well meant but not always effective efforts of various governors and Commissions of enquiry to improve its quality and make it more relevant to the needs of the people. Since the Second World War, social, political, and economic change has speeded up the tempo of educational advance. Adult Suffrange was granted in 1944, and indigenous administrators replaced expatriates a decade later. This was followed by Independence, granted in 1962. The thesis also considers the burgeoning impulse towards egalitarianism in education in recent years and reviews the strenuous efforts of the government to fashion an educational system relevant to the needs of the expanding economy. The final section of this thesis examines the present position and makes suggestions for the future emphasising the need for expanded Agricultural Education and a comprehensive programme of rural development.

ACKNOWLEDGEMENTS

The conclusion of this phase of my formal studies results from the cooperative effort of many people.

Professor D.R. Pugh has directed my work and has given me encouragement during difficult periods. It was partly through his lectures in Comparative Education that I became interested in this area of specialisation. I therefore wish to express deep gratitude to him.

To Professor R.S. Patterson who admitted me to study in the Department, and Professor J.R. Young who has offered valuable suggestions concerning the improvement of my work I acknowledge a debt of gratitude.

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CHAPTER ONE

INTRODUCTION

Scope and Purpose of the Study

The purpose of this study is to consider elementary education in Jamaica as it developed over the years in relation to political, social, demographic and economic changes. One obvious starting point is the emancipation of slaves in 1834, and the subsequent Negro Education grant made by the British government which was very heavily subsidised by the Mico Charity, and funds provided by the missionaries. The nineteenth century reveals slow development with enlightened concern from government commissions and administrators, backed by much devoted work by the missionaries. These efforts however were partly nullified by lack of funds and lack of vision, as education for the poor was still a new concept even in Europe at the time. In the first half of the twentieth century development in Jamaica was much retarded by the economic depression which followed World War I, and the island, being a colony held for the purpose of economic exploitation especially by absentee proprietors, suffered severely. The Moyne Report of 1939 verifies this point.

A new phase began in 1944 as the franchise was extended to the entire population, and Jamaica began to move away from colonial rule to political independence. When indigenous politicians came on the scene a real effort was made to extend facilities for popular education. The training of citizens for individual fulfilment added to that of meeting the manpower needs of the economy were uppermost in the minds of educational planners all this time. In Chapter III, we shall see how adequately they planned for the future.

In 1962, Jamaica obtained full independence and the subsequent decade was one of great activity in social, economic and educational policy. Until 1972, the ruling party was the Jamaica Labour Party with Edwin Allen as Minister of Education and Hugh Shearer as Prime Minister. The Opposing Party, the People's National Party, led by Michael Manley, came into power in March 1972. Florizel Glasspole was Minister of Education until March 1973, when he was succeeded by Eli Matalon. During the decade with the assistance of the World Bank, a very vigorous drive was made to broaden the base of education, and develop a more egalitarian system to meet the manpower needs of an expanding economy and the aspirations of a newly democratic nation.

This thesis will trace in its three main chapters, II, III, and IV, the pace of educational advance from the nineteenth century to 1973, and relate it to other aspects of development.

Attention will be concentrated on elementary education which embraces children of the 7 - 11 age group, and includes children from the 12 - 15 age group, the latter pursuing a general course which is neither of Grammar nor of Technical school level. In Chapter V we shall attempt an overview of educational developments, assess the present situation and offer some suggestions for the future. It is hoped that this study will be of use to the educational administrators in Jamaica itself, as well as to students of education in developing countries in general.

Justification of the Study

The justification of this study lies in the fact that no previous study has attempted to cover this field in a full and comprehensive manner.[1] This neglect therefore leaves the topic open for exploration, and moreoever, as a recent Jamaican writer has observed:

> Education is the yoke of society on which all other systems depend. If elementary (Education)...is neglected social strangulation will set in...As education continues we must correlate one stage with another not leaving a gap.[2]

The author's desire to undertake the investigation of the problem stems from the fact that the author is originally from Jamaica, and was educated in Jamaica. The author has also taught in Jamaica in elementary and secondary schools as well as lectured at the Shortwood Training College.

Method of Investigation

The method of investigation is a chronological one, and the data were collected from various sources in Jamaica between June and August 1972, and by mail between August 1972 and December 1973. The sources in Jamaica included: Government documents and publications, the major daily newspaper, Radio and Television Conferences, and personal interviews.[1]

---

[1] Ouida Marina Wright's thesis, "The Development of Education in Jamaica, 1655 - 1955" (M.A., McGill, 1956), like R.N. Murray's thesis, "The Education of Jamaica" (M.A., London, 1947), has discussed development of Education in Jamaica in general. Murray relied heavily upon Government documents, and Wright's access to such documents was rather limited. The thesis, "Primary Education in Rural Jamaica" written by Granville Miller (M.A., McGill, 1960), has dealt with the role of the Jamaican schoolmaster against the traditional influences of social stratification, slavery and superstition. Vincent D'Oyley's thesis, "The Development of Teacher Education in Jamaica, 1835 - 1913", (Ed. D., Toronto, 1963), has given sparse attention to elementary education in his six volumes. Still another thesis, Sydney Scott's "The Development of Secondary Education in Jamaica since Independence" (Ph. D., Alberta, 1973), has devoted very little attention to elementary education despite the fact that All-Age Schools are feeder schools for Jamaica's secondary schools. Shirley Gordon's book, A Century of West Indian Education (1963), though valuable for its documentation covers education generally. Another book, Dysfunctionality of Jamaican Education, written by Gordon Ruscoe (1963), which has highlighted the problems of Jamaican education in fostering economic development has ignored the progress made in education. Furthermore, Ruscoe has concentrated on the years 1962 - 1963.

[2] B.M.C. Brown, "Education and the Social Structure", in the Daily Gleaner (Kingston), 28 May 1972.

The Context of the Study: Background Information on Jamaica

Jamaica, the largest of the former British West Indian islands is situated in the Caribbean Sea. It is 90 miles south of Cuba, 1,200 miles west of Trinidad, and is about 400 miles east of Honduras on the Central American mainland. The island has maritime and air communications with other parts of the world, and hosts twenty-two foreign missions. The average temperature of mountainous Jamaica is 80 degrees Fahrenheit. It has an area of 4,411 square miles and a polyethnic population of 1,953,472.[2]

The modern history of Jamaica began with its discovery by Christopher Columbus in 1494, on his second voyage to the New World. Columbus took possession of the island in the name of King Ferdinand

---

[1] The key persons interviewed were: Mr. Noel Walters of the Jamaica 4-H Clubs, Mrs. Fay Saunders, President of the Jamaica Teachers' Association, Mr. W. Hawthorne, Secretary of the Jamaica Teachers' Association, Sister Goretti of St. Joseph Teachers' College, Mr. Patrick Grant of the Jamaica School for the Mentally Handicapped, Mr. Ross Murray, Mr. Roy Creary, Mr. S.E. Edmondson, Mrs. Cynthia Walters, and Mr. Edwin Allen former Minister of Education. Others interviewed were Mr. R.N. Murray Director of the Institute of Education, Dr. L.H.E. Reid of the Institute of Education, Mrs. Joyce Taylor of Merl Grove School, Mr. Glen Owen, former Principal of Mico Teachers' College, and Mr. F.A. Glasspole, Minister of Education.

[2] The racial distribution of the 1971 census is as follows: 76.3% African; 15.1% Afro-European; 0.8% European; 1.2% Chinese and Afro-Chinese; 3.4% East Indian and Afro-East-Indian; 3.2% others. Today all the races are moving towards a single Jamaica identity. Representatives of all are to be found in every branch of Jamaican life. (Jamaica, Department of Statistics, Census of Jamaica 1960).

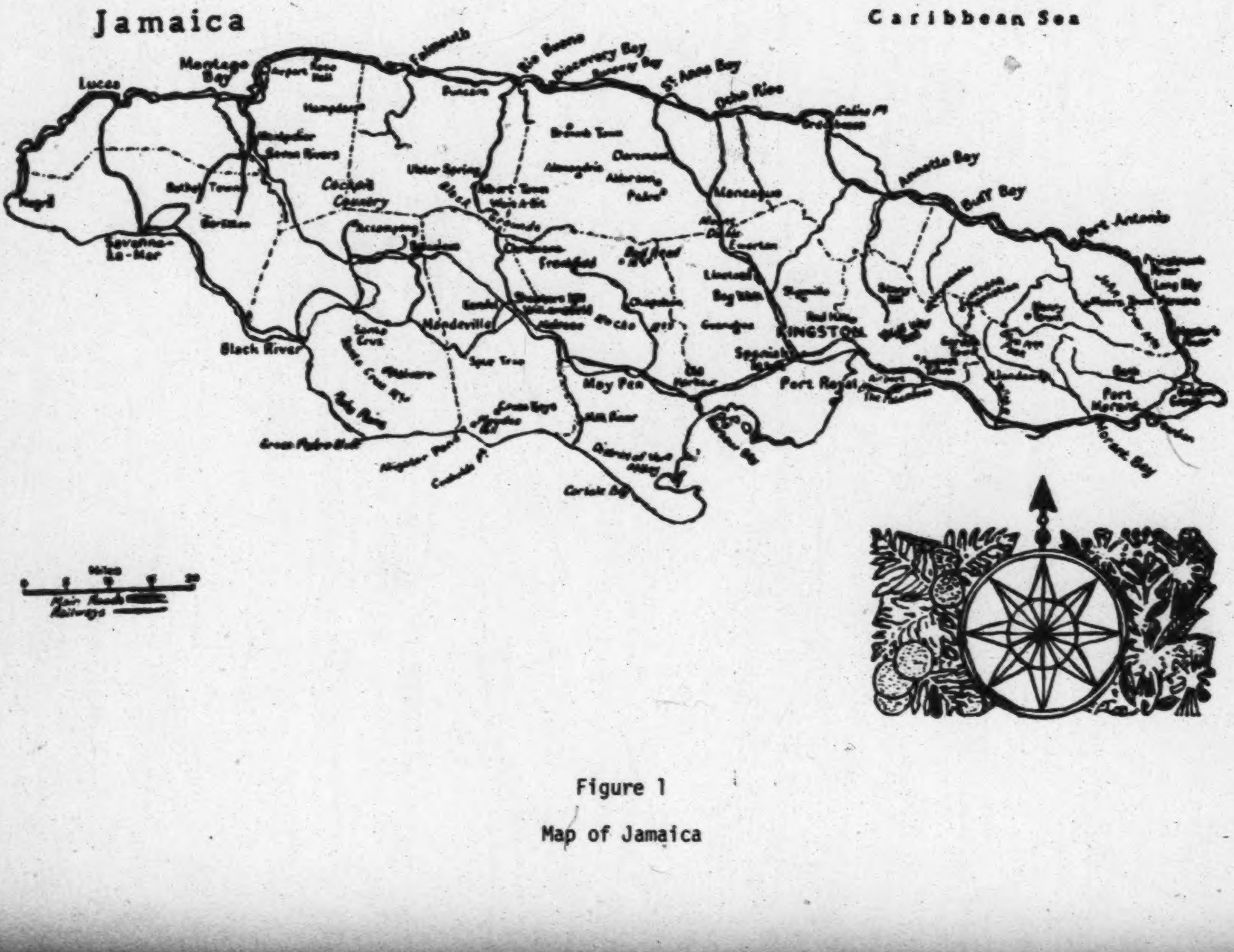
Jamaica
Caribbean Sea
Lucea
Montego Bay
Airport
Falmouth
Rio Bueno
Discovery Bay
Runaway Bay
St. Anns Bay
Ocho Rios
Oracabessa
Annotto Bay
Buff Bay
Port Antonio
Long Bay
Negril
Savanna-La-Mar
Bethel Town
Montpelier
Seven Rivers
Hampden
Duncans
Ulster Spring
Cockpit Country
Albert Town
Accompong
Brown Town
Claremont
Alexandria
Moneague
Linstead
Bog Walk
Spanish Town
KINGSTON
Port Royal
Palisadoes
Frankfield
Mandeville
Spur Tree
Santa Cruz
Black River
Santa Cruz Mts.
Pedro Plains
Great Pedro Bluff
Alligator Pond
Cross Keys
Milk River
May Pen
Old Harbour
Portland Bight
Carlisle Bay
Chapelton
Port Morant
Morant Bay
Bath
John Crow Mts.
Miles
0
5
10
15
20
Main Roads
Railways

Figure 1

Map of Jamaica

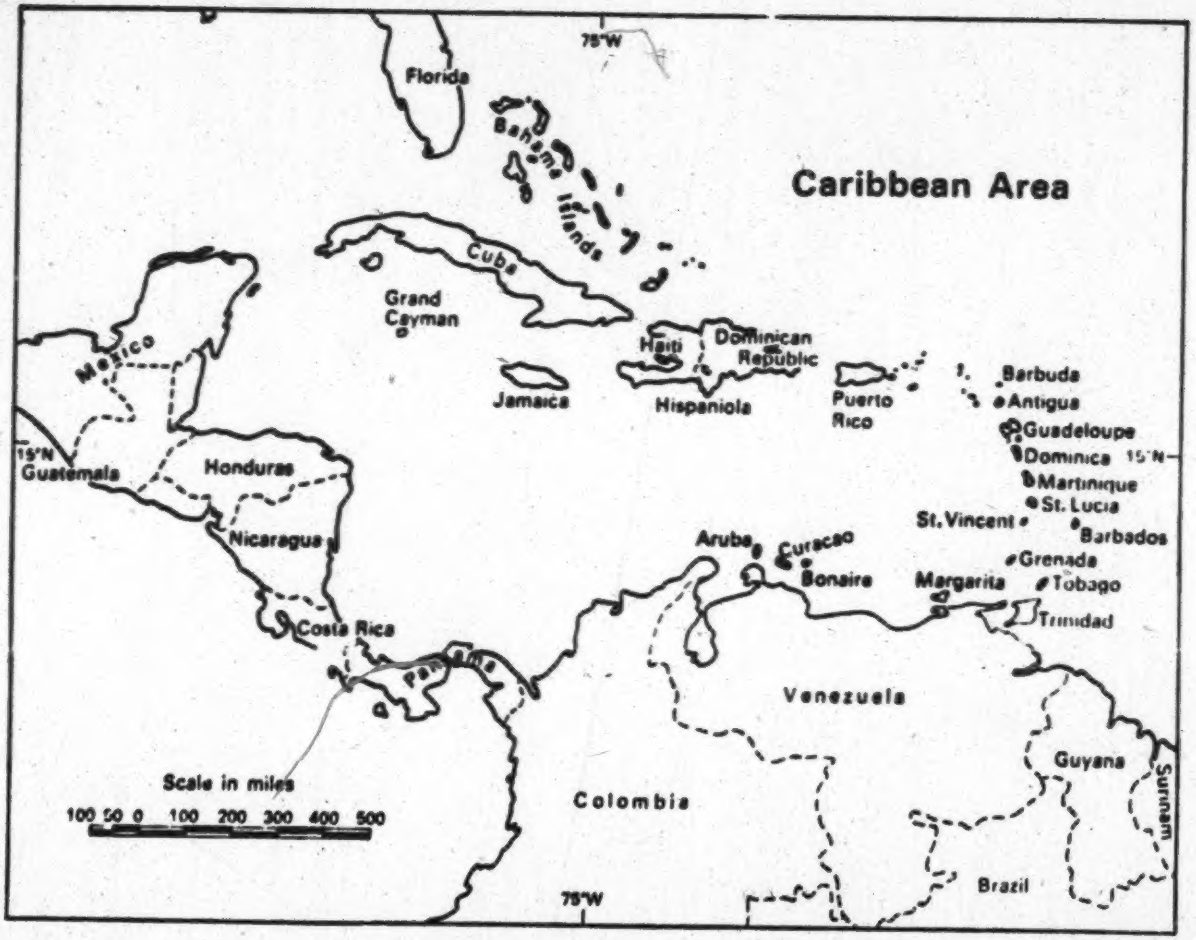
Caribbean Area
75°W
Florida
Bahama Islands
Cuba
Grand Cayman
Mexico
Guatemala
15°N
Honduras
Nicaragua
Costa Rica
Panama
Jamaica
Haiti
Dominican Republic
Hispaniola
Puerto Rico
Barbuda
Antigua
Guadeloupe
Dominica
15°N
Martinique
St. Lucia
St. Vincent
Barbados
Grenada
Tobago
Trinidad
Margarita
Aruba
Curacao
Bonaire
Venezuela
Guyana
Surinam
Brazil
Colombia
Scale in miles
100 50 0 100 200 300 400 500
75°W

Figure 2

Map of the Caribbean Area

and Queen Isabella of Spain in that year, but it was not occupied by the Spaniards until Juan de Esquivel became governor in 1509.[1] The coming of the Spaniards resulted in the extermination of the indigenous Arawak Indians whose health was ruined by new diseases, and being pressed into agricultural work which was quite alien to them. In 1517 the Spaniards introduced African labour to replace the Arawaks. Four categories of Africans which were, (i) field slaves, (ii) body servants, (iii) herdsmen, and (iv) hunters were brought to the island.[2] Also, during this period of Spanish occupation Jews migrated to the island to trade with the Spaniards.[3] Under Spanish rule, Jamaica was never a flourishing colony as it served only as a supply base for Spanish expeditions to the mainland of America.

The British captured Jamaica from the Spaniards in 1655, and a guerilla warfare ensued for five years after which the Spaniards withdrew to other islands and the Africans,who had supported the Spaniards in the warfare,retired to the hills. These Africans later called the Maroons, were never slaves in Jamaica under the British regime.

Other nationalities migrated to Jamaica during the period of British colonization. The Scots, Welsh, English and Irish came as colonists in response to Cromwell's "Proclamation giving Encouragement to such as shall transplant themselves in Jamaica".[4] Though the British were the major European colonisers, Germans and French were also included[1] however, all these colonists soon became frustrated because sugar cane, the exclusive activity in agriculture demanded large numbers of labourers, and they suffered terrible fevers which prevented them from coping with the plantation requirements.[2] However, by 1673 great strides were made in agriculture and there was a market for sugar, for between the 1660's and 1808 Africans slaves were brought in from West Africa to supply the labour force. Jamaica as a result became a country of large sugar estates,[3] with absentee proprietors, a diminishing European population and large numbers of African slaves. By the middle of the eighteenth century African slaves and Maroons had outnumbered the Europeans by the ratio of 7:1.[4]

---

[1] W. Adolphe Roberts and S.A.G. Taylor, Gleaner Geography and History of Jamaica, 16th ed. (Kingston: The Daily Gleaner, 1952), p. 39.

[2] Jamaica, Information Service, The People of Jamaica, 1972 (Kingston, Government Printing Office, 1972).

[3] Samuel F. Hurwitz and Edith I. Hurwitz, Jamaica: A Historical Portrait, (New York: Praeger, 1971), p. 57.

[4] C.V. Black, The Story of Jamaica, (London: Collins, St. James Place, 1965), p. 45.

The abolition of slavery came in 1834, as a result of the humanitarian movement, and the agitation of Fowell Buxton, Thomas Clarkson, and William Wilberforce. A period of six years' apprenticeship was to follow with complete freedom in 1840. Freedom, however, came in 1838 due to harsh treatment of the former slaves by the planters who charged exorbitant rent for the shacks occupied by the slaves on the basis of the number of occupants. Some evicted their slaves and burnt down the fruit trees, while others offered a wage of nine pence per day.[1] Approximately 255,290 African slaves were freed, and their former owners received a sum of £5,853,975 as compensation for loss of property. None of this amount went towards development of the island.[2]

---

[1] According to Arthur Newman in Times Geography and History of Jamaica, 6th ed. (Kingston: Times Press Ltd., 1952), p. 123, descendants of these Germans still reside in Seaforth Town, Westmoreland, Jamaica where they engage in Agriculture. The People of Jamaica has discussed the arrival of the Germans in the island in 1830.

[2] Jamaica, Department of Statistics, Facts on Jamaica: History and Government, 1972, (Kingston: Government Printing Office, 1972), p. 1.

[3] Arthur Newman, Times Geography and History, (p. 44), discusses the increase of sugar plantations from 70 in the seventeenth century to 700 in 1773.

[4] The People of Jamaica, p. 4.

As an immediate result of the abolition of slavery the need was felt for more labourers, and in 1841 Negro labourers were imported from West Africa. In 1842, the first immigrants arrived from India, and Chinese labour was introduced in 1854.[3]

With the cessation of the employment of slave labour the estate ceased to be the main social unit, and so the population began to reform itself in new settlements. The freed negroes squatted on lands owned by absentee proprietors, and they moved from patch to patch as the former became impoverished. As the plains were cultivated with sugar cane, the squatters by necessity moved toward the mountains and formed the core of the rural population. However, through the efforts of Baptist Missionaries such as James N. Phillippo, Thomas Burchell and William Knibb who bought land and sold in small lots, some freed negroes were later able to settle on the plains and provide for themselves as peasants. The tenacious efforts of these missionaries also provided education for the negroes. The bequest of Lady Mico made the establishment of schools and training institutions for teachers possible. Since the missionaries played such an important role in the spread of education in Jamaica, and in view of the fact that approximately fifty percent of the schools are still owned by religious denominations, religion played and still plays an important part in Jamaican elementary schools.[1]

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[1] Roberts and Taylor, Gleaner Geography and History (1952), pp. 59 - 60.

[2] Augier et al, The Making of the West Indies (London: Longman's Green & Co., 1961), p. 183.

[3] Newman, Times Geography and History, p. 54.

By 1854, though there were thousands of well-cultivated settlements, there was insufficient land to distribute among all the negroes. This was due mainly to absentee proprietorship and owners refusing to sell land to negroes. They were thus politically restricted because ownership of at least five acres of land was a minimum qualification for voting. Strained relationship between the white plantocratic House of Assembly and the landless negroes was inevitable, and with the dispersal of education discontent became more universal and more articulate. The American Civil War of 1861, and the drought of 1863 which resulted in high cost and severe shortage of foodstuff, most of which was imported, exploded in the Morant Bay Rebellion of 1865. With this outburst, the negroes clamoured for ownership of land and social justice, while the planters, who were on the verge of bankruptcy, wanted labour.

Social alleviation came in 1866 when John Peter Grant, who arrived as governor, improved communications, transportation, health facilities and education, as well as introduced nickel coins which peasants could use to purchase in the stores. John Peter Grant also created an island Medical Department which made preventive medicine more accessible to the population, while it administered a large number of dispensaries in rural areas. Congruent with Grant's conviction that such improvement was the basis of economic prosperity, the newly introduced banana industry began to flourish. He had problems however because by 1871 the population had increased to over half a million, while marriage, a new stabilising institution available to the negroes, was neglected.

---

[1] Jamaica, Education Department, Annual Report, 1951, p. 18.

Up to 1914, there was steady improvement in the island's economic conditions, and the war years of 1914 - 1918 were not economically disastrous to the island because the United States bought all its sugar from Jamaica. The tables were however turned by the economic depression of the 1920's and 1930's, which saw a decline in the island's revenue and in the banana industry due to Panama disease which had hit the plantations. It was the monthly migration of 1,000 farm labourers to the United States and the Canal Zone that kept the unemployment problem from reaching serious dimensions.[1]

The great quantity of foodstuffs imported by Jamaica in 1938 indicated that it was high time for Jamaicans to plant more food and raise more livestock in order to ward off economic problems. Newman[2] has stated that the island imported £750,000 worth of vegetables and foodstuffs in addition to spending £300,000 on fish in that year. The riots of 1938 and the outbreak of World War II in 1939, made it inevitable for the introduction of new industries. The 4-H Clubs and the Jamaica Welfare Limited assisted in promoting better gardening, and the idea of planting more food for home consumption.[3]

In 1944 Universal Adult Suffrage was granted, but this did not immediately lead to economic advancement, and by 1951 Jamaica had amassed a national debt of £13,000,000 of which £7,500,000 had been spent on the import of food, drink and timber.[1] This emphasised the need to grow more food in the island, and the need has increased as population has continued to expand at the average rate of 1.46 percent per thousand per annum.[2] In 1972 when Jamaica had been independent for a decade agriculture contributed only 9.1 percent to the Gross Domestic Product, and the government is making a great effort to improve the situation, $J29,600,000 being allocated to agricultural development in 1973 - 74.[3] The manufacturing and mining sectors of the economy however, have been expanding with Bauxite mining leading the way as Table 1.1 shows.

---

[1] Newman, Times Geography and History, p. 69.

[2] Ibid., p. 75.

[3] Information concerning the 4-H Clubs can be found in Appendix A and information on the Jamaica Welfare Limited appears in Appendix B.

TABLE 1.1

BAUXITE RETURNS FOR 1956 - 63

Year	Returns
1956	£ 350,000
1961	£ 3,700,000
1964	£ 24,100,000
1973	$ 180,200,000 *

Source: Phillip Sherlock, The West Indies (London: Thomas and Hudson, 1966), p. 104.

*In 1969, Jamaica changed from sterling to dollar currency. The rate of exchange is $J2 =£1.

In 1973, the Gross National product had reached $US. 1,198.1 million per annum with a per capita income of $486.5. This is on the upgrade because it was $346.0 in 1968, $369.3 in 1969, $427.6 in 1970 and

---

[1] Ibid., p. 107.

[2] The People of Jamaica. p. 3.

[3] Jamaica Parliament, Budget Speech Debate Booklet (Gordon House) 1973 - 74 Edited from the Hansard, 2 May 1973, pp. 25 - 26.

$444.7 in 1971.[1] This increase is somewhat negligible as inflation has controlled buying power. There are now hospitals and clinics in all the major towns, and there is a growing need for trained personnel for social services as well as for agriculture, industry, government administration, and the educational system. Education has been a crucial factor in the island's development and it is for this reason that the government has allocated a sum of $80,000,000 which represents 15 percent of the G.N.P. or 18 percent of the total expenditure for education in the year 1973 - 74.

---

[1] Department of Statistics, Facts on Jamaica, 1973, (Kingston: Government Printing Office), p. 10.

CHAPTER TWO

THE COLONIAL PERIOD 1838 - 1944

With the abolition of slavery, Protestant missionaries were faced with the staggering task of educating the newly emancipated negroes into ways of freedom. The British government had voted a sum of £30,000 in 1833, for the purpose of defraying the expenses of education in all West Indian islands during the period 1835 - 45. This sum known as the Negro Education Grant, was accepted by four Missionary Societies,[1] and was subsidised by the Mico Charity,[2] along with donations made by the Missionary Societies themselves. Jamaica's share of the Negro Education Grant of £2,000 per annum until 1842, and £1,000 thereafter until 1845 was used to build Normal Schools, and to subsidise teachers' cottages. During the period of the Grant, the Mico Charity went towards the training of 'native teachers', and the building of schools. Forty Mico - supported schools were built in Jamaica and the Cayman Islands then dependencies of Jamaica. Altogether, these schools had an enrolment of 4,646 pupils and an average attendance of 3,500 in 1840.[1]

---

[1] Church Missionary Society (CMS), Methodist Society (MS), London Missionary Society (LMS), and the Society for the Propagation of the Gospel (SPG).

[2] Lady Mico, in 1670, bequeathed £1,000 to her nephew Samuel, on condition that he married one of his six cousins. If he declined, the money should be spent to ransom poor Christian seamen from Barbary pirates in North Africa. Samuel declined, and the Barbary pirates were already brought under control, so the money was invested to accumulate. At the time of emancipation, it had increased to £120,000 and Thomas Fowell Buxton applied for this amount to use it towards the education of ex-slaves. By 1835 - 36 the Mico College was in operation with an enrolment of 3 students. Handbook of Jamaica, 1946, (Kingston: Government Printing Office, 1946), p. 349.

The missionaries were permitted to work out details of curriculum organization. Instruction in the schools was to be on a full-time basis for children, and on part-time basis for adults. The curriculum included the 3 R's, and instruction in Principles of Religion. Religious bodies began writing their own school books on a non-denominational basis in 1839, using the Bible as their source (Appendix C). No provision was made for manual, mechanical or technical instruction.[2] Up to 1845, the government gave very little consideration to either teacher education or teachers' salaries in terms of funds provided, but as early as 1835, the British government showed concern for the need of Normal Schools as is illustrated in the following correspondence sent to the Treasury by the Prime Minister of Britain:

> ...for effectually promoting the education of the negroes; and that is providing them with competent teachers...The most economical (and) ...The most effectual mode of proceeding will be...to establish Normal Schools...the general design...will be to admit...a number of recommended Pupils...who shall have already received a certain amount of elementary education, and who it may be practicable in the course of a short time, competently to instruct in the art of teaching...[3]

By 1843, there were 135 teachers in training in Jamaica in the ten Normal Schools. A sum of £1:12:9d was spent each month towards defraying the cost of their training.[4] But the Latrobe Report of 1838 subtly revealed that the quality of the indigenous teachers who comprised two-fifths of the total was unsatisfactory as compared with the European teachers who were judged to be more efficient. As late as 1862 tutors at Bethabara, the Moravian Normal School,[1] assessed their students as being backward and scarcely able to read or spell when they entered the institution.[2]

---

[1] Shirley C. Gordon, A Century of West Indian Education (Toronto: Longman's, Canada, 1963), p. 36.

[2] Hurwitz and Hurwitz, Jamaica: Historical Portrait, p. 23.

[3] Gordon, Century of West Indian Education, pp. 170 - 1.

[4] Ibid., p. 173.

The Latrobe Report insinuated the occurence of inter-cultural problems among staff, and between expatriate staff and pupils. The European teacher in the first place was accustomed to meeting children, who prior to entering the first grade had developed perceptual skills, but on arriving in Jamaica, particularly in rural areas where the native dialect is much used, he encountered children who by European standards were considered underdeveloped. Such a teacher would in fact have been underdeveloped in terms of knowledge of Jamaican customs and dialect and would make little progress in teaching. The Administration was sympathetic to this problem and made arrangements as early as 1840 for Englishmen recruited to the Jamaica Diocesan schools to undergo training for a period of three weeks at the Central Training School.[3] In the absence of such training, expatriate teachers though already trained in England, were examined by the Bishop on the knowledge of Jamaica and her culture.[1]

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[1] Bethabara was the first female Normal School. It was erected by the Moravians in Manchester in 1861, and later moved to St. Elizabeth. Its first students, 3 in number, had to serve a probationary period of 3 months after training. In January 1862 the enrolment increased to a total of 6 students from Carmel, Springfield, Bethary, Bethabara, (Moravian Centres). The average age of the students was 19 years.

[2] Jamaica, Periodical Accounts, 25 (1862) : 47.

[3] Harry Fuller's letter to Rev. Ernest Hawkins of SPG, 11 August 1840, quoted by Vincent D'Oyley in his thesis "The History of Teacher Education in Jamaica 1835 - 1914" Section A; "The Age of Missionary Enterprise", p. 86.

Administrative problems hinted at by the Latrobe Report were that missionaries were often ignorant of each others' proceedings, and frequently two or more groups had an eye on the same neighbourhood for erecting a school there with government funds. The Report offered no suggestions towards the revamping of Jamaican Education. Three years after the Report, Lord John Russell, Secretary of State for the Colonies indicated in a Circular Despatch of 18 March 1841 that:

> Lord John Russell...looks forward with confidence to...(The Negroes) being able soon to provide for the education of their children without the aid which is now specifically voted by Parliament for that purpose. After the present year therefore, the vote for Negro education will be discontinued, and it must be left to the local Legislature to consider the best mode of raising the necessary funds for public education.[2]

This was an indication that the British government was approaching the end of the Negro Education Grant, the imminent withdrawal of which prompted Francis Holland[3] to economise in the building of a Normal School in 1843:

> ...a schoolroom with a sleeping room under the roof for the use of the pupils. (A) building of the cheapest description; posts in the ground, interstices filled with wattle and plaster, shingle, and roof, and boarded floor.

Holland described this Normal School in 1844, as being much too small, six and one half feet high, ten feet long, and ten feet wide.[4]

The year 1844, saw the curriculum of the Normal Schools under adverse criticism. At Calabar College,[1] Joshua Tinson, a tutor, who saw his students four times daily, complained of his students undesirably low academic standard exhibited in the need for constant repetition of lessons taught.[2] The curriculum of Calabar College included Latin, Hebrew, Theology, Natural Philosophy, and Geography with the Bible as their principal textbook. The absence of agricultural instruction prompted Lord Elgin, Governor of Jamaica, to state on 7 May 1845 that:

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[1] H.A. Markham's letter to Dr. Short of SPG, 20 August 1840, Ibid., p. 86.

[2] Circular Despatch to West Indian Government from the Secretary of State for the Colonies, 18 March 1841, quoted in Gordon, Century of West Indian Education, p. 38.

[3] Jamaica, Periodical Accounts, 16 (1853) : 475.

[4] Ibid., p. 475.

> Education...at one time seemed to have been prized as a means of enabling the child of the labourer to emancipate himself from the pursuits in which his parents had been engaged...but a more healthy impulse may perhaps be given...by the introduction of a course of instruction which connects the vocation of the husbandman with subjects of intellectual interests.[3]

Lord Elgin was implying that the failure to include an efficient programme of agricultural or industrial training in the curriculum had levels of efficiency and most with a poor degree of success.

A Circular Despatch from the Colonial Office on 26 June 1847 suggested that Industrial Education be included in the Normal School curriculum.[4] Clause 3 of the Despatch read:

> The Requirements of Small Farmers
>
> To communicate knowledge of writing and arithmetic...and their application to their wants and duties, as may enable a peasant to economise his means and give the small farmer the power to enter calculations and agreements. An improved Agriculture is required

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[1] A Teachers' College started by the Baptists in 1843, to train Missionaries and Teachers.

[2] Vincent R. D'Oyley, "The History of Teacher Education in Jamaica, 1835 - 1914", 6 sections. (Ed. D. dissertation, University of Toronto, 1963), Section A: "The Age of Missionary Enterprise", p. 126.

[3] Gordon, Century of West Indian Education, p. 59.

[4] Gordon, Century of West Indian Education, p. 58.

> to replace the system of exhaustion of the virgin soil... The education of the coloured races would not therefore be complete for the children of small farmers unless it included this object.

This Circular Despatch came at an opportune time for the Jamaican government, because with the withdrawal of the Negro Education Grant, the government was faced with the problem of deciding the nature of elementary education to be supported. The Circular helped them solve the problem for a while, for between 1845 and 1865, the Jamaica Assembly[1] offered special Grants to schools attempting Agricultural Education. Resulting from this offer the Moravians conducted a Normal School for five years at Fairfield, Manchester, offering agriculture as one of the subjects. The scholars worked in the school grounds and had a garden of their own in which they planted canes, and Indian corn for the kitchen.[2] Fairfield was designed to prepare school-masters for the teaching of agriculture, but the Baptists criticised the enterprise, on the grounds that it was an attempt to keep the people tied to the sugar estates as hired labourers in conditions little removed from slavery. The Moravians, vulnerable to the Baptists' protest, and desiring to produce negro leaders, ultimately abandoned the effort at Fairfield. Another attempt by the Moravians to offer practical training at Mico College proved futile due to lack of suitable instruction.[3] The inclusion of practical courses in the elementary school curriculum was also protested. It has been observed that at the elementary level, parents objected to the soiling of the children's clothes, contending that book learning was what they had sent their children to school for.[1] However Jasper Cargill, Inspector of Schools, reported in 1847 that some efforts were made to introduce practical training in the schools, albeit with little success. Cargill cited as adverse factors the lack of artificial water supply in the island, the distance children had to walk to school, and the demands made by the parents on the children's time and labour.[2] If even the government had wanted to provide artificial water supplies for the implementation of such a programme in practical training, it was financially impossible in the 1840's and 1850's because of heavy expenditure on serious epidemics such as Cholera, Yellow Fever and Small Pox which prevailed in the island at that time. Another impediment to general education was the grudging manner in which merchants and attorneys contributed grants towards an 'education which they did not find appropriate for future labourers'.[3] In 1861, therefore, the Jamaican government was only able to vote £2,950, towards the education of the 65,000 children between the ages of 5 and 15 years. This was less than one shilling for the instruction of a child within a twelve month period.[4]

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[1] The First Jamaica House of Assembly was called together in 1664. It consisted of 20 members elected by the people. All eligible voters had to be literate, had to qualify to pay 10/ - taxes, and had to be 21 years of age. Women were however, not allowed to vote.

[2] Gordon, Century of West Indian Education, p. 60.

[3] Ibid., p. 44.

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[1] Hurwitz and Hurwitz, *Jamaica: Historical Portrait*, pp. 184 - 5.

[2] Gordon, *Century of West Indian Education*, p. 59.

[3] Ibid., p. 45.

[4] F.R. Augier and Shirley C. Gordon, *Sources of West Indian History* (London: Longman's, Green & Co. 1964), p. 228.

Following the Morant Bay Rebellion in 1865[1] there were many dramatic changes -- the placing of schools under a Supervising Inspector of Schools, and the arrival of Sir John Peter Grant as Governor of Jamaica in 1866 added to the introduction of the'Payment by Results'[2] method. All had impact on the educational system. Grant took the initiative towards creating an efficient educational system, though when he arrived in the island, there was a National Debt of £757,316 which rose to £788,090 in 1867.[3] Grant increased the duty on rum consumed to make up the deficit, legislated on estates and commerce, and established an efficient system of tax collection. Having thus created a climate conducive to development he introduced school facilities in areas where they were non-existent and in 1877 launched a system of Pupil-Teachers' Examinations. It was also in 1877 that the government Regulations specified a classification list of pupils of the elementary schools. Pupils were classified according to their level of achievement, sixth standard being the highest level, and first standard, the lowest. While Grant was Governor, the System of 'Payment by Results' was incorporated into the Regulations. It recommended 'rigid examination' of Reading, Dictation, Arithmetic, Grammar, Scripture, Geography, Singing, and of Organization and Discipline. The 'Payment by Results' method required regular examinations of schools by an inspector who would certify a school eligible for grants on the basis of demonstrable ability to educate children.[1] Schools were graded First, Second and Third Class according to their average attendance and their score obtained out of a total of 84 marks in the examination.[2] In order to be rated as First Class a school was required to obtain 56 marks or more, for Second Class, 42 - 56 marks, and for Third Class, 30 - 42 marks. The grants did not include money for sewing. Sewing grants were paid separately. According to the distribution of grants, Class I schools received six shillings per scholar and a maximum grant of twenty pounds, Class II Schools received five shillings per scholar and a maximum grant of fifteen pounds, while Class III Schools received four shillings for each scholar, and a maximum grant of ten pounds. In July 1867, of 286 schools inspected, one school obtained Class I standing, six schools obtained Class II standing, and eighty-seven schools obtained Class III standing. One hundred and ninety-two schools were not recommended.[1]

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[1] The Morant Bay Rebellion in 1865, was provoked by misery of the people due to bankruptcy of the government, poor roads, no Civil Service, three years of drought in which crops perished, breakdown of social justice, population increase pressed against the limits of subsistence farming, and the harsh attitude of the Governor and the Assembly to perpetuate slavery. The Rebellion was a clash between 400 settlers lead by the Baptist Deacon, Paul Bogle, and the Custos of the parish of St. Thomas-in-the-East. Twenty-one white persons and nine negro rioters were killed when the Militia fired in reply to the stone throwing of the settlers. In a subsequent suppression 439 persons were killed, and 1,000 negro houses were burned. The Assembly in panic, passed an Act to abolish itself and Jamaica was declared a Crown Colony with Sir John Peter Grant as the first Governor of the Crown Colony, arriving in 1866. Philip Sherlock, The West Indies, pp. 74 - 75.

[2] This method was recommended by John Savage, Inspector of Schools and inspired by the Robert Lowe System in England, 1861.

[3] The policy of Free Trade adopted by the British government in 1848 made it difficult for Jamaica to compete in the Sugar Market with other countries e.g. Cuba which were still using, slave labour, and so a crisis ensued and the island's Treasury became bankrupt because the main source of income was from duty charged on imported goods. The government in dire distress was forced to pardon one hundred prisoners.

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[1] Hurwitz and Hurwitz, Jamaica: Historical Portrait, p. 180.

[2] This was conducted by the Inspector of Schools. There was an oral examination in Scripture, Geography, Reading and Singing. The examination in Dictation and Grammar were written. The examination in Arithmetic was both practical and written. Discipline was assessed on the comportment of the pupils of the school and Organization was based on the Head-Teacher's ability to keep his records in order.

Of 162 schools inspected in 1868, 45 failed to pass, and there were eighteen in First and Second Class. The remainder obtained Third Class rating. By 1870, of 329 schools inspected 245 passed with a marked increase in higher grades. The same rate of progress was maintained in 1871 in the 482 schools inspected as Table 2.1 shows.

TABLE 2.1

RESULTS OF SCHOOL INSPECTION IN 1871

Class	Number	Average Grant
I	6	£54
II	68	£34
III	289	£20
Not Recommended	119	--

Source: Gardner, History of Jamaica to 1872, p. 502.

Two factors responsible for the high failure rate in 1867 were the high pupil-teacher ratio of 90:1 and the grave shortage of qualified educational personnel to meet the increasing demands of the school population which increased from 441,300 to 506,154 between 1861 and 1871.[2] These presented organizational problems in the school and reduced efficiency of the teachers.

Under the 'Payment by Results' System the tone of the schools was obviously unhealthy since teachers were obsessed with cramming pupils to pass examinations to meet their economic ends while very little consideration was given to the child's needs and his future place in society. This system encouraged dishonesty on the part of many teachers and mechanical rote learning was stressed. The Royal Commission Report of 1883 castigated some teachers for fraudulent registration to increase their grants. The Commission found that:

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[1] William James Gardner, The History of Jamaica. From its Discovery by Christopher Columbus to the Year 1872 (London: Adelphi Press, 1909), p. 502.

[2] Ibid., p. 504.

> ...in the Third Class Schools...more than one half of the schools in the island, the teachers are totally unfitted for the post they occupy...cases of fraudulent registration of school attendance which regulate the amount of the Government grant-in-aid by the teachers are gross and flagrant, as a consequence, the moral tone of scholars cannot be anything but low.[1]

Though 'Payment by Results' brought prestige, economic gain, and popularity for some teachers the education offered was not attacking the basic problem because the curriculum was unsuitable. A Stipendiary Magistrate had observed in 1859, that in spite of grants, education had remained stationary, and would remain so, until a better system of education was established.[2] Though this observation was made nearly three decades prior to 1877, it was still applicable to the situation in 1877.

When Anthony Musgrave arrived as Governor of Jamaica in 1877, he appointed a Commission to enquire into certain conditions of the juvenile population.[3] After more than a year of investigation the Commission found that it was the tendency of many members of the juvenile population to migrate to the towns. They were moved by the desire to earn their livelihood by means other than agriculture, and ended up obtaining only casual work which resulted in idleness and lack of responsibility.

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[1] Gordon, Century of West Indian Education, p. 199.

[2] Ibid., p. 78.

[3] Augier and Gordon, Sources of West Indian History, p. 240.

This included a large number of young women who had migrated to the town in search of domestic employment, but having failed to do so fell victims to immorality. The Commission found that the dwelling places of these youths were unfit for human habitation.

Those juveniles who remained in the country, cast off parental control at the age of puberty. Having done so, they formed illicit connections, and lived together in almost perfect idleness. They produced children, and parted from their partners when it suited them. Estate labourers were drawn from that group. We thus have a picture of both urban and rural groups of the juvenile population ill-equipped to cope with the economic demands of their time, because of poverty, absenteeism from school which had no motivating offerings and indifference on the part of their parents who were themselves stunted by the social system. According to the Report, many of the parents were exceptionally poor and could not provide adequate food for their children, and so such children had to fend for themselves during the hours when they should have been at school.[1]

The observation of the Commission was by no means new to Jamaica. Edward Underhill, had described the social and economic conditions of the people thus:

> ...(This) alarming increase of crime...arises from the extreme poverty of the people...this is...made evident by the ragged and even naked conditions of vast numbers of them...They cannot purchase clothing, partly from its...increased cost...and partly from the want of employment, and the consequent absence of wages. The people are starving.[2]

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[1] Augier et al, Making of the West Indies, p. 241.

[2] Letter to the Secretary of State for the Colonies quoted in Augier et al, Making of the West Indies., p. 229.

Also, Charles Darling[1] who arrived as governor in 1857, had written in 1858 that there was want for a 'Reformatory' or 'Industrial' school where better habits could be taught to a large proportion of the juvenile population who were destitute, and utterly abandoned by their parents. The need for such schools, Darling maintained, was more greatly felt in Kingston, the place where vagrant and destitute children had swarmed. The state of things had not failed to engage sympathies nor excite the active benevolence of a few residents in Kingston. One Reformatory School for boys and girls was established at Stony Hill in 1875[2], and Ministers of Religion and ladies established a Reformatory for girls in 1877. The government paid six shillings per month for the support of each girl committed to the 'Industrial' School.[3]

The implementation of compulsory education, with a system of Apprenticeship and reorganization of Industrial Education was recommended by the Commission of 1879, but Musgrave failed to work on any of these recommendations prior to his departure from Jamaica. When his successor Henry Norman arrived as governor in 1883, he appointed the Crossman Commission to make recommendations concerning education in Jamaica. Like the Commission of 1879, the Crossman Commission recommended compulsory education with a small fee[4] because only ten percent of the population could read. The Crossman Commission was unimpressed with the progress made in education in the country because it was disproportionate to the increased expenditure. The Commission found that of the 506,154 negroes in the island only 22,000 were literate, though there was an increase in expenditure of nearly £20,000 between 1862 and 1881. Table 2.2 shows the increased expenditure in that period.

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[1] Letter to the Secretary of States for the Colonies 11 March 1858. Gordon, Century of West Indian Education, p. 71.

[2] Jamaica, Education Department Annual Report, 1932, p. 2.

[3] Gordon, Century of West Indian Education, p. 71.

[4] There was already a small fee of penny-half-penny per week, but attendance was not compulsory. Children attended school when their parents could afford the fee.

TABLE 2.2

CROSSMAN REPORT 1883.

THE AVERAGE EXPENDITURE FOR FIVE-YEAR PERIODS -

1862 - 1881

1862 - 1866	£ 3,700
1867 - 1871	£ 7,200
1872 - 1886	£19,300
1877 - 1881	£23,400

Source: Augier and Gordon, Sources of West Indian History, p. 242.

Despite the increased expenditure, the Commission found that it did not extend too far, as the amount worked out to ten-pence per capita which compared unfavourably with the United States of America, Great Britain and other West Indian Islands.[1]

The Implementation of compulsory education was again a touchy question. Norman, realising that compulsory fee-paying education would result in chaos, ignored this aspect of the report, and chose to give heed to the objecting missionaries who claimed that most parents were too poor, and could not even afford to clothe their children. Furthermore, the fathers of illegitimate progeny did not possess taxable property through which contribution could be made to their children's support. Elementary school fees then, made very little sense in the West Indian context as is illustrated by the testimony of the Lieutenant Governor of Dominica in 1867:

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[1] Augier and Gordon, Sources of West Indian History, (p. 243), lists the Comparative expenditure per capita for 1883 as follows: Trinidad 1/8d., British Guiana 2/6d., U.S.A. 6/8d., Barbados 1/8d., Great Britain 3/5d.

> ...exaction of a payment of a weekly fee for every pupil...(is) prejudicial to the interests of education...(and) a misunderstanding (of) the status and character of the bulk of the population which is so poor...and which...have not...learned to appreciate the advantages of education so as to make sacrifices to procure it for their children.[1]

The refusal of planters to support compulsory education which would reduce their labour force was yet another factor which worsened the situation. Henry Norman who was determined to create a literate population abolished the fee of penny-half-penny per week in 1886, but the Act which made elementary education free was not passed until 1892. In 1886 Norman created the office of Superintending Inspector of Schools, and also established an Education Department with a Board of Education to act in an advisory capacity to the Education Department and the Superintending Inspector of Schools, on educational matters. Further information concerning the Board of Education and its appointed School Boards can be found in Appendix D.

Prior to Norman's regime, all the schools in the island were either Government-Leased (GL), or Government-Rented (GR). That is to say that all school buildings were owned either by the Mico Trust or the missionaries. On his arrival, Norman prohibited the missionaries from building new schools since this job would in future, be undertaken by the government. The grants to the Missionary Societies went towards the payment of teachers' salaries, and the government offered financial support to Mico and Shortwood Training Colleges.[1] Henry Blake succeeded Norman as governor in 1891 and a year later the Education Act which provided for free island-wide elementary education was passed. This was a gigantic leap for Jamaica because this Act was passed in England only a year earlier. When fees were abolished a futile attempt was made to enforce compulsory attendance. Nevertheless, average attendance increased to 64,700 in 1894, and the number of schools rose from 490 in 1866, to 900 in 1896.[2] In the year 1894 the Jamaica Union of Teachers (JUT) was formed. All its members were elementary school teachers. Blake emphasised economic development so much so that in 1895 he could state with pride that "the whole of the colony is...in a prosperous condition...business (is)...sound and flourishing".[3]

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[1] Letter to the Secretary of State for the Colonies dated 26 December 1867 cited in Gordon, Century of West Indian Education, p. 55.

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[1] On the request of religious groups, the government opened the Shortwood Training College in 1885. Prior to 1885, there were no government teacher training colleges in the island. Shortwood trained female teachers. In 1903 the College taught Domestic Science to elementary school girls transferred from its Model (Practising) School. In 1905 it had a Kindergarten and Infant Department as was recommended by the Lumb Commission.

[2] Many of these schools were later combined into larger and more efficient ones. According to the Education Department, Annual Report 1951, (p. 2), by 1951 the number of schools were reduced by about 200.

[3] Blake's statement is probably based on the fact that he had attempted to improve the lot of the small farmer by creating a Lands Department and an Agricultural Society. While the former sold Crown lands to the small farmers, the latter served in an advisory capacity. Blake also held an International Exhibition in 1891, to attract visitors to the island. This exhibition is said to have sown the seeds of Tourism. Augier et al, in The Making of the West Indies (pp. 234 - 37), have however contradicted Blake's statement by asserting that the last quarter of the nineteenth century became a period of problems to be faced with inadequate funds and an ever-increasing population. The island was indebted, and the Botanists brought to the island to give lectures to the entire population, advised property owners only. Also, the books that were circulated did not reach the small farmers though the Norman Commission (1897) had emphasised that small farmers were essential to the island's prosperity.

The Roman Catholics came on the scene to participate in teacher training, in 1897. On their premises in Duke Street, Kingston, were two elementary schools and a high school. Many of the trainee teachers took courses with the high school students. The new training college, St. Joseph Training College,[1] started out with an enrolment of 5 students. Its founder was a Franciscan priest named Father Lynch. Between 1897 and 1905, St. Joseph Training College had trained 53 teachers for the Jamaican Catholic Schools.[2]

Again, in 1897, there were two Commission Reports submitted to the Jamaican government. One was submitted by The Norman Commission of which Henry Norman, former governor of Jamaica was Chairman and the other, by Charles Lumb, a Puisne Judge. The Norman Commission found an increase of twenty-five percent literacy, and as high as eighty percent literacy among small farmers. This Commission stated that the fulfilment of the island's potential would be realised only through the return of the masses to the land, and suggested that labourers should be settled in rural areas as owners of small plots, and their system of agriculture should be improved and modernised. Henry Blake had already met the first requirement when he introduced the Lands Department and the Jamaica Agricultural Society, (JAS) in 1891, but there was still a vital requirement left to be met, per se, that of helping the small farmers obtain the best results from their plot of land.

The Lumb Commission reported that the educational system was unimpressive and unsatisfactory, and its weakest link was the teachers, who trained their pupils in what was useless and impractical. This Commission recommended an alteration in the training college curriculum. The curriculum of the elementary schools was also to be altered with a view to bringing both curricula closer to the needs of the country. The inclusion of practical subjects in the Mico College curriculum was to be seen to, and the College was to admit day students with a view to saving government funds.[1] Other recommendations were, two years of training for teachers, a reduction of teachers' salaries by refusing of grants to schools falling below Second Class standing, decrease of the amount of grant for schools maintaining First and Second Class standings, and provision of infant schools with a view to establishing kindergarten teaching. As a result of the Lumb Report greater emphasis was placed on the teaching of Agriculture in the elementary schools. Vacation courses in Agriculture were held for practising teachers.[2] The Circular Despatch[3] of 4 October 1899 prompted the government to take additional steps to improve the teaching of Agriculture. Special grants were introduced, and a comprehensive scheme for Agricultural Education was formulated. The incentive of the grants resulted in a favourable response from many teachers who started 'school gardens' in 1900 - 1901 with satisfactory results.[4] Model school gardens were established at

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[1] The College is now situated at Alvernia, 16 Old Hope Road above Cross Roads, Kingston 5.

[2] Interview with Sister Goretti, OSF, at St. Joseph Teachers' College, Kingston, Jamaica 4 July 1972.

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[1] The annual cost of boarding and tuition was £50 per student.

[2] In 1900, thirty teachers participated in a 3-week course held at Jamaica High School.

[3] In the Circular the Secretary of States for the Colonies explained that the object of the scheme was to teach the principles of Agriculture in the elementary schools so as to train the entire youth of the country in an atmosphere conducive to Agriculture and that future trainee teachers would be compelled to have knowledge of agriculture.

[4] According to the Education Department Annual Report 1951 (p. 5), the maximum grant for a school garden was £4 per annum up to 1951.

Bath, Highgate, Lacovia, Montpellier, Chapelton, and First Hill in 1904 - 1905[1] and a decision was taken in 1904, to employ a specially qualified person who could visit, instruct and advise teachers on 'school gardens'. It was expected that the appointment of such a person would upgrade the standard of Agriculture. Arising from the decision, Mr. P.W. Murray[2] of the United States was appointed since the island could not produce a specialist of its own. Murray who fulfilled the expectations of the island observed that despite the courses at the Mico College, which had been of great assistance to the teachers in the teaching of Agriculture, many teachers regrettably failed to improve their school gardens to their utmost capability. In 1907 - 1908 Murray however reported that visits to one hundred schools had revealed some improvement. Though Murray had observed some improvement, it was not until 1936 that the first school for Practical and Vocational education was opened.[3] It is interesting to note that the Jamaica Union of Teachers was unhappy over the emphasis laid on Agricultural Education. In his presidential address in 1906, Rev. G. Young criticised the training of the Jamaican teacher as being "too narrow" only consisting simply (of)...few subjects which he is required to teach in the elementary school. He advised every teacher to occupy his spare moments not only in cultivating tomatoes and cabbage, but in cultivating the mind.[4] Young would have liked to see Latin, French, and Higher Studies re-admitted to the curriculum of training colleges.[1] At that time the Jamaica Union of Teachers was in dispute with the government over a limit of £60,000 made on elementary education hence there was this attack on the new policy on Agricultural Education. The governor, Lord Swettenham, had been attempting to stress self-help by setting this limit on elementary education, but it was reversed by Sydney Olivier, a former member of the Lumb Commission, who succeeded him.

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[1] D'Oyley, "The History of Teacher Education in Jamaica, 1835 - 1914" Section C: "The Age of Maturity", p. 54.

[2] Murray had special experience on the working of School Gardens in the United States.

[3] Jamaica, Education Department. Annual Report, 1951, p. 2.

[4] Jamaica, Journal and Teachers' Aid (January 1906) p. 181.

Olivier upgraded teachers' salaries in 1911 even though he was fighting against such odds as the population increase from 639,500 to 831,000 between 1891 and 1911,[2] the serious calamities and economic setbacks faced by the island between 1899 - 1920, in addition to the fact that the island raised a sum of £20,000 per annum in support of Britain in the 1914 - 18 War. Table 2.3 shows the expenditure made by the government towards replacing schools, rebuilding teachers' cottages, providing temporary accommodation for schools which were destroyed, and for providing distress grants to areas afflicted by the drought of 1907 - 1908.[3]

Between 1904 and 1914 farm labourers emigrated from Jamaica to Panama, and between 1911 - 20 there was farm labour emigration to Cuba. Others emigrated to the United States, and other West Indian Islands between 1881 and 1921.[4] The farm labourers were of economic advantage

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[1] D'Oyley,"The History of Teacher Education in Jamaica, 1935 - 1914", Section C: "The Age of Maturity", p. 56.

[2] Gisela Eisner, Jamaica 1830 - 1930 (Manchester: Manchester University Press, 1961), p. 134.

[3] Handbook of Jamaica, 1926, p. 344.

[4] George Eaton in the Caribbean Quarterly 8 (1963), lists the following figures for emigration in 1881 - 1921. Cuba: 22,000; Panama: 45,000; U.S.A.: 46,000; Elsewhere: 43,000, a total of 156,000.

TABLE 2.3

GOVERNMENT BUILDING EXPENDITURE ON ELEMENTARY SCHOOLS 1900 - 1922.

Year	Purpose of Grant	Amount of Grant
1900 - 1901	Regular building	£ 250
1903	Regular building	£ 500
1903	Special grant for rebuilding and repairing schools	£ 3,000
1905	As for 1903	£ 3,000
1908	Repair & replacement of schools	£ 3,000
1909	Assistance to areas afflicted by drought 1907 - 1909	£ 800
1910	Restoration and improvement of schools in Kingston	£ 1,000
1910	Regular building grant	£ 1,000
1911	Restoration and improvement of schools in Kingston	£ 1,000
1911	Regular building grant	£ 1,000
1912	Provision of temporary accommodation at schools destroyed	£ 250
	Assistance to Voluntary schools damaged in hurricane	£ 3,000
	Regular building grant	£ 4,000
1913 - 14	Assistance to Voluntary schools	£ 1,300
1913	Regular building grant	£ 500
1913 - 14	School replacement	£14,000
1914	Regular building grant	£ 250
1915	Repair of School in Port Maria	£ 1,500
1915 - 16	No regular building grant	
1917	Regular building grant	£ 500
1917	Rebuilding of schools in St. Thomas	£ 2,707:10/-
1918 - 19	Regular building grant	£ 614
1920	Regular building grant	£ 2,500
1921	Regular building grant	£ 2,000
1922	Regular building grant	£ 1,500

Source: Handbook of Jamaica 1926 (Kingston, Jamaica: Government Printing Office, 1926), p. 315.

to the island, in that during that calamitous period they sent back money to their distressed relatives in Jamaica. These farmer labourers were able to address letters and draw up the Postal Orders which they sent to Jamaica, which provides some evidence that the educational system had achieved that much success. There was also evidence that the Jamaica educational system though low in standard was creating political awareness in Jamaicans, and that people were becoming somewhat equipped to take on political responsibility. Women over 25 years of age were allowed to vote in 1917 if they paid ten shillings or more in direct taxes and were literate.[1] In that year, two trade Unions were formed by Jacques Palache and Bain Alves.[2] When Palache formed the Workmen's Association, he warned employers that they were sleeping beside a volcano which would erupt if the working classes remained dissatisfied. The volcano to which Palache referred erupted in the 1930's.

A new Code of Regulations which reclassified schools according to their average attendance and size, was issued in 1920.[3] This reclassification resulted in a fixed salary for all elementary school teachers, and experience and qualifications were the criteria on which the teachers' salaries were based. A school's grade, however, depended on the average of the best 288 sessions for the three preceding years. Schools were graded as is shown in Table 2.4.

Although this was a difficult economic period for the country, school attendance was made compulsory on 1 September 1923 for the age group 8 - 14 years. The towns and commercial areas declared as compulsory areas were: Kingston, Half-Way-Tree, May Pen, Port Antonio, Morant Bay, Montego Bay, Brown's Town, Lucea, Falmouth, Black River, Savanna-La-Mar, Spanish Town, and Port Maria. The limits within which the Act was enforced were within a radius of three miles of any public elementary school. But there were allowances made for eight year olds. Two miles was considered adequate walking distance for this age group, and three miles for any other child. In order to ensure enforcement of the Act, Parish School Boards and Attendance Officers were appointed. Specific duties which were assigned the Parish Boards by the Board of Education are listed in Appendix D.

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[1] Newman, Times Geography and History, p. 81.

[2] Augier et al, Making of the West Indies, pp. 270 - 2.

[3] Previous revisions of the Code were made in 1895, 1900, 1902 and 1911.

TABLE 2.4

GRADING OF SCHOOLS AFTER THE ABOLITION OF PAYMENT BY RESULTS

Grading	Average Attendance
A	Over 200
B	151 - 200
C	101 - 150
D	61 - 100
Special	Below 60

Source: Jamaica, Department of Education, Code of Regulations, 1953, p. 12.

The period 1900 - 38 was referred to as one of educational stagnation which resulted from adoption of the Lumb Commission recommendations. A number of innovations however, relieved the stagnation though it was not until after 1938, that the Colonial Development and Welfare Funds recommended by the Moyne Report (1939) raised Jamaica's hopes for a new deal.[1] In the early years of the thirties, the difficult economic depression urged the people to voice their discontent over low wages, poor social conditions, and consequent deficient positions which resulted from an impractical education. People had begun to voice their objection to the economic gap which existed between them the 'have nots', and the 'haves'. The riots and strikes of this decade especially the waterfront riots of 1938 were indicators that the Colonial Era was soon to be terminated. They were instrumental in the emergence of Norman Washington Manley[1] and Alexander Bustamante[2] as political leaders, through whose political parties far-reaching reforms were made in Jamaica's educational system.

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[1] Jamaica, Education Department, Annual Report, 1951, p. 2.

A Commission under the chairmanship of Lord Moyne was appointed after the 1938 riots, to investigate the social and economic conditions of Jamaica. After fifteen months of investigation, the Commission submitted a long and comprehensive report which heavily indicted the Crown Colony.[3] The Commission chided the government for failing to make radical reforms, and complained about bad housing, ill health,[4] poor working conditions of the people, and the defective educational facilities. The complaint about juvenile delinquency was of particular concern. The suggestions proposed to remedy the situation were as follows:

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[1] Norman Washington Manley, a former Rhodes Scholar was elected as leader of the People's National Party (PNP) in 1938. His party had Socialistic learnings.

[2] Alexander Bustamante, cousin of Manley, formed the Jamaica Labour Party (JLP) which favours private enterprise, in 1942. Bustamante though not an intellectual is of middle class origin.

[3] Augier et al, Making of the West Indies, p. 283.

[4] According to the Jamaica, Education Department, Annual Report, 1938, (p. 17), The Medical Officer's Report revealed that of 2,982 children examined, 79 percent had physical defects, and 30.6 percent had external eye diseases. The cause of such defects was attributed to malnutrition.

> Create a welfare fund of £1,000,000 per annum, to be shared by all West Indian islands for 20 years. Employ a Comptroller to spend the money on the spot rather than by remote control.

It was suggested that some of the money should be spent towards the improvement of housing, education, and health facilities. It should be used to clear slums, to improve land settlements, and to create welfare facilities. The Moyne Commission further recommended the creation of a Labour Department, Legislation for compulsory registration of Trade Unions, the establishment of a Wage Board, and the passage of laws to permit peaceful picketing. In the area of Agriculture, the Commission recommended more efficiently organised farming with products sold to well-controlled markets. The Commission stressed the importance of encouraging the coconut industry, and recommended a gradual move towards self-government. The last suggestion was highly criticised, though all other recommendations were well received.

Some specific recommendations made by the Moyne Commission, concerning education, were repeated by Isaac L. Kandel of the United States in his Report of 1941, and 1946, respectively. The Moyne Commission's recommendation concerning education were:

(a) All teachers should be trained.

(b) Universal elementary education should be instituted.

(c) There should be proper play grounds for all schools.

(d) There should be improved equipment for all schools.

(e) The Literary curriculum should be simplified and brought into relationship with the environment.

(f) Schools should be centres of Adult Education.

(g) Elementary education should be in three stages:

  (i) Play Centres: Under 6 years.
  (ii) Elementary schools: 6 - 12 years.
  (iii) Junior Secondary: 12 - 15 years.

(h) Provisions should be made for a hot mid-day meal, either free or at a nominal charge.

(i) Government should be responsible for the employment of all teachers as government paid the salary of teachers.

(j) An adviser to the Commonwealth Development and Welfare Funds should be appointed.

As a result of the Moyne Report a more practical approach was given to the elementary school subjects. This was based on the principle that elementary education in Jamaica should be practical in bias.[1] Also, S.A. Hammond, former Inspector of Schools[2] in Jamaica, was appointed as Adviser and Sir Frank Stockdale as Comptroller to administer the Commonwealth Development and Welfare Funds. S.A. Hammond assumed duties in 1940, and made certain recommendations concerning education in 1941. His recommendations were that Play Centres should be attached to senior schools, that there should be a system of junior and senior elementary schools, that government should increase the number of school buildings by obtaining cheap ones lasting for thirty years, and that more money should be spent on elementary education. Hammond also recommended that government should provide houses costing £200 each for teachers, instead of increasing their salaries, that there should be a Building Officer, that senior schools should offer practical courses, that study leave should be granted to all teachers, and that teachers should first obtain a general secondary education prior to entering a field of specialisation in either the Secondary or Elementary route.[1]

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[1] Jamaica, Education Department, Annual Report, 1938, p. 16.

[2] As Inspector of Schools in 1930, S.A. Hammond found lack of cohesion in the administration. He emphasised that government should spend more to improve education, that there should be compulsory education up to age 11 or 12, after which attendance was to be optional. Hammond suggested this last point because he found that education for students over 12 years of age lacked objective. He found that the majority of pupil teachers were neither properly taught nor trained. He found malnutrition in the schools and thought that it was due either to poverty or ignorance. He recommended more games, regular medical examination, and dental clinics, a Bureau of Health Education and Adult Education. In Hammond's opinion the priorities were to keep the number of children in the elementary schools within limits manageable by the island's resources, and to keep that number in regular attendance. Next, was more and better training for teachers, followed by training in agriculture and crafts at the elementary level. As a result of Hammond's Report, a new syllabus for Training Colleges and Pupil Teachers was published, and Practical Training Centres were opened. Jamaica, Education Department, Annual Report, 1936, p. 2.

The Kandel Report of 1941 endorsed the Hammond Report (1941). Kandel recommended that:

(a) the Administration should constitute of a Central Authority to administer education in the island. This Authority should work with a Consultative Committee. The development of local responsibility was suggested; grants should be paid according to the size of the school, and an increase of Inspector of Schools was necessary.

(b) the number of senior schools should be increased and a common examination introduced for all children at age 12 to decide the appropriate type of Post Primary Education. Primary education should be 6 - 12 years.

(c) the curriculum should be adapted to cultural and economic needs and opportunities should be surveyed. Elementary education should be modernised.

(d) all teachers should have pre-College training, and that Mico and Shortwood Colleges should be amalgamated and transferred to a rural location, and Pupil Teachers given better supervision preferably by Inspectors of Schools and Training College Principals.

For the first time in more than a century we have seen Reports wagging fingers at the administration, which made an effort to respond to various suggestions by attempting to improve the Agricultural curriculum in the schools, but failed to understand that incentives were necessary to win the support of parents, and others who protested. For lack of these incentives, Agricultural Education continued to languish in the elementary schools and training colleges, and, there was yet no effective Adult Programme to teach agriculture to small farmers. The closing years of the period however, saw greater freedom in social and political life, as well as a revival of interest in Arts and Crafts. These combined, opened the way for the activities of the 4-H Clubs, (Appendix A), and the Jamaica Welfare Limited, (Appendix B).

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[1] Jamaica, Education Department, Annual Report, 1941, p. 3.

In 1942, Jamaica's Bauxite reserves were estimated at five million tons[1] from which the island received revenue and taxes to bolster it economically. The financial returns from Bauxite added to the Commonwealth Development and Welfare Funds seemed adequate to provide the island with schools in good repair and sufficient accommodation, but this was not so, as was revealed by Sir Frank Stockdale.[2]

> ...in the elementary schools there is insufficient accommodation even for the children who attend them. The existing accommodation is on the whole in a very poor state of repair and the provision of water and sanitary convenience in the schools is still inadequate... the curricula are over-elaborate...attendance at the schools are relatively poor, particularly at ages above 12.

Table 2.5 verifies Stockdale's observation regarding poor attendance. About 50 percent of the students enrolled were not attending regularly, and if they were, there would be a severe shortage of teachers, considering that there are 2,214 registered teachers in Jamaica in 1943[1] and the teacher-pupil ratio was approximately 1:41. Table 2.6 indicates the over-elaborate curricula to which Stockdale referred. This writer's opinion is that the curricula was not over-elaborate in terms of subjects and over-all time allotted but the grouping of subjects, however, might have made it tiresome for the children, as it appears that very little time was allowed for the teachers to work around interest areas.

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[1] Clinton V. Black, The Story of Jamaica (London: Collins, St. James Place, 1965), p. 218.

[2] Frank Stockdale, Development and Welfare in the West Indies 1940 - 42 (London: HMSO, 1943), pp. 64 - 65.

TABLE 2.5

PUPILS ENROLLED IN ELEMENTARY SCHOOL 1940 - 1943.

Year	Pupils Enrolled	Pupils in Average Attendance
1940	163,699	92,294
1941	163,803	92,178
1942	163,222	88,689
1943	163,556	93,265

Source: Handbook of Jamaica, 1946, p. 356.

In discussing needed reform, Stockdale stated that:

> ...the improvement of building and staff, and a modernization of the teaching in order to provide the foundations of an education that will fit children for wider community activities when they grow up ...(are necessary).[2]

Stockdale's suggestion concerning improvement of buildings and staff is well taken. Of the 2,214 Registered teachers, only 1,499 had received any college training,[3] and all schools were one-room buildings which housed eight classes, and at least twice daily there were recitation of tables, recitation of scripture passages, poems, or memory gems, or singing. Each group had to function within the overcrowded and noisy surroundings. Though some teachers took refuge under trees to hold some of their classes, this was not always possible due to unfavourable weather conditions. Although the government grants increased from £269,632 in 1940, to £505,720 in 1943 this could not provide for modern class-room and modernization of teaching.

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[1] Handbook of Jamaica, 1946, p. 357.

[2] Stockdale, Development and Welfare, p. 66.

[3] Handbook of Jamaica, 1946, p. 357.

TABLE 2.6

TIME TABLE OF ELEMENTARY SCHOOLS IN 1942.

Subjects	Middle & Upper Division* Hours Per Week	Lower Division Hours Per Week
Reading, Writing and Recitation English	10 1/2	9
Arithmetic	3 1/2	2 1/2
Scripture	3/4	3/4
History & Geography including civics	1 3/4	1
Science	1	1
Singing	1	1
Drawing and Handwork	1 1/2	2 1/2
Drill (P.E.)	3/4	3/4
Gardening and Sewing	2	1
TOTAL	22 3/4	19 1/2

Source: Jamaica, Education Department, Code of Regulations, Schedules A, B, and D, 1953, (Jamaica: Government Printing Office, 1953) p. 2.

*Each elementary school was divided into Upper Division, (12 - 15 year olds), Middle Division, (10 - 11 year olds), and Lower Divisions, (7 - 9 year olds).

In considering Stockdale's comment on the need for an education that would 'fit the children for wider community activities', this goal could not be possibly achieved in the Colonial period because the planters and former slave owners adhered stubbornly to self-righteousness and believed that the negro functioned best as a servant. With this attitude of the planters social action lagged. The difference of culture between the European and the negro also re-inforced alienation of both classes. Admittedly, the Period was deluged with Commission Reports, but despite all this, Agricultural Education was not successfully implemented, nor was Academic-oriented Education meaningful. Both types of education failed, due to a high pupil-teacher ratio, shortage of qualified teachers in Technical and Vocational subjects, poverty of the people, lack of worthwhile incentives in job opportunities, inequality in opportunities for secondary education, and the absence of worthwhile efforts towards Community Development.

CHAPTER THREE

THE PRE-INDEPENDENCE PERIOD 1944 - 1961

The pre-Independence period 1944 - 1961, which saw Jamaica undergoing many political changes was a transitional stage between colonialism and nationhood. The new constitution which Jamaica obtained in 1944 provided for a representative though not responsible government, and a gradual transfer of responsibility from the Colonial Office to locally elected members.[1] Two factors responsible for the gradual transfer were the Moyne Report of 1939, and the high rate of illiteracy among the people. Black[2] has shown that, due to the high rate of illiteracy, only one half of the population could vote in the ensuing elections despite the low property qualification with literacy test, and in spite of the fact that female suffrage was granted in 1939. In the 1944 elections, the Jamaica Labour Party won 24 of 32 seats in an overwhelming victory over the People's National Party. This victory of the JLP made it the first party to have a Minister in Embryo in the Ministry of Education.

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[1] The New Constitution provided for a bicameral Legislature, a Council of partly nominated and partly ex-officio members and a wholly elected House of Representatives. Provision was made for the Executive Council consisting of the governor, three official members, two non-official members appointed by the crown and five (ministers) members chosen from the House of Representatives. The Executive Council was recognised as the instrument of policy, and the governor acted on its advice. From 1953, the Executive Council, later the Council of Ministers, consisted entirely of Ministers selected from the House of Representatives. Full internal self-government came in 1958. It was followed by Independence in 1962.

[2] Black, The Story of Jamaica, p. 2.

The Minister was not endowed with full ministerial responsibility until the advanced constitution was passed in 1958. From 1944 - 1950, the Minister in Embryo was advised by the Director of Education. The first Minister in Embryo was J.A. McPherson of Seaforth, St. Thomas-in-the-East. The year 1944 was somewhat spectacular for Jamaica, because it saw the passage of the Butler Act[1] in England. This Act later influenced Jamaica's educational policies in 1957 and again in 1973. The hurricane of 17 August 1944 destroyed industries, schools, and public buildings but the island could cope with the financial demands having had favourable returns from its Bauxite Industry plus continuance of the Commonwealth Development and Welfare Funds. In addition to affording a grant of £539,482 for the school population of 171,456,[2] the government embarked upon a new building programme between 1945 and 1951.

The school building programme between 1945 - 46 was intended to provide accommodation at a cost of between £11 - £17 per capita, but due to increased cost of material between 1946 - 51, the cost of accommodation was between £13.3 and £19.8 per capita. In accordance with S.A. Hammond's recommendation (1941) a new design of school to last for thirty years was built at a reduced cost of £12 per capita. The new design provided for one-third of the building to be completely enclosed as a protection for pupils and teachers against thunderstorms when school was in session. The remaining two-thirds was open. Another type of classroom completely open on two sides, and enclosed on the two windward and rainy sides was attempted at £7 per place. In 1950, the government tried yet a new design at £16 per place. Sixteen schools were built in 1950 of reinforced concrete foundations, beams, columns and belts, with reinforced block panel walls, and steel windows. Timber was used for the doors and roof only. This building was intended to reduce maintenance cost. These designs were tested for glare and lighting by the Architectural Comptroller of the Commonwealth Development and Welfare, and were deemed to be among the few structurally ideal schools in the Colonial Empire.[1]

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[1] The Butler Act made provisions for Universal and Free Secondary Education, added to placing emphasis on Vocational Education.

[2] Handbook of Jamaica, 1946, p. 356.

Jamaica, in the pre-Independence period, was obliged to arrange for manpower needs required by the primary, tertiary and secondary sectors of the economy, and so, exacting demands were made on the schools as they were expected to supply manpower requirements while they facilitated social and political education. The administration then, guided by the Reports and recommendations of various Commissions of the Colonial period, became preoccupied with the extension of Vocational Education and the provision of equal educational opportunities for all children. The objectives of elementary education as outlined in the Handbook of Jamaica, 1946, (p. 357), were:

> to train the youth of the country to appreciate the rural economic environment, to make use of natural resources...to develop various forms of manual skills, thus raising his standard of efficiency, improving his economic position, and contributing to the social and economic welfare of the community...Girls are encouraged to be good home makers...for individual and communal improvement. Vocational agencies at work in Jamaica include Elementary schools and their school gardens, Technical and Continuation schools, the Farm School and Training Colleges...the suitable boy (or)...girl goes from the Elementary School to the Practical Training Centre (PTC)...Vocational Education...will play an important part in the

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[1] Jamaica, Education Department, Annual Report, 1951, p. 15.

raising of the general educational, social and economic level of the people.[1]

Obviously, the government was bent on providing human capital requirements for the country, and more teachers of practical subjects would be needed to achieve such objectives. So, with the thrust given to Vocational Education by the Education Department, more teachers displayed interest in Home Economics, Manual Training, and Art and Crafts. Evening and Week-end courses were held by the Ministry of Education at the Kingston Technical School.[2] The Third Year Jamaica Local Examination[3] of 1946, offered Agriculture and Commerce as optional subjects, and many students took them. In 1957, additional accommodation was made available to all new schools with over 150 pupils and one new room was provided for Manual Training, and one room for Home

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[1] Holmwood the first P.T.C. for boys was opened in 1936 with 40 selected boys, aged 15 - 17. The duration of the course was 2 or 3 years. Other boys' P.T.C.'s were Dinthill (1938), and Knackalva (1940). All are in the Country, Dinthill has 143 acres for farming, Knackalva 214 acres, and Holmwood 232 acres. Carron Hall for girls, was opened at Highgate in St. Mary in 1937. Graduates of Carron Hall later enter teaching or Nursing Schools. Source: Handbook of Jamaica, 1946, (p. 357).

[2] The Kingston Technical School was opened in 1896. During the first decade (1896 - 1906) the school gave elementary training, and instructed teachers and students in Technical Training and woodwork. In 1900 boys from elementary schools in the Corporate area attended the Woodwork classes offered at the school. Between 1913 and 1930 the school trained teachers in handicraft. In 1962 the school ran a crash programme to train technicians and service men for the introduction of Television in Jamaica. This school was the only Technical school in Jamaica up to the time of Independence.

[3] The Jamaica Local Examinations, (First, Second and Third), which represented the most advanced part of the Primary School Curriculum have been replaced by the Jamaica Certificate of Education, (JCE). Students who passed the Third Year Jamaica Local Examination either entered teaching as probationers, or entered Training College, Nursing School, or the Postal Service as clerks.

Economics. There were also a Soup Kitchen[1] and a dining area. In 1957, Manual Training was taught in 5 senior schools,[2] 95 senior departments, and 48 All-Age Schools. The Home Economics syllabus included General House Craft, Family Economics, Home Care of the Sick, Home and Food Production, Preparation and Service of Food. Only students of the 11 - plus age group took this course. Special grants of Ten Shillings per capita were paid annually to any class receiving instructions in Home Economics and there were 112 projects and centres receiving this grant in 1959. In respect of the Housecraft Projects, each elementary school received an initial grant of £10 for equipment, and one shilling per capita per class, based on average attendance. A grant of two shillings per capita, based on average attendance,was paid for girls of the 7 - 15 age group who received instructions in Needlecraft and grants were allowed 34 schools for the purchase of sewing machines. Art and Crafts were added to the curriculum, in 1959, and training colleges started specialist classes. Though the training colleges did not offer Agricultural Education due to lack of facilities, the Ministry of Education was anxious to develop the subject in the schools. In 1957 - 58, through the International Cooperation Administration Mission to Jamaica, the Ministry secured the services of Mr. J.R. Thomas,[3]

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[1] A School Canteen which prepared hot midday meals for children in Kingston. It resulted from the School Feeding Programme started by Voluntary agencies in 1936 after Hammond (1930) Report was published.

[2] The first senior school was erected in Kingston in 1938. It was started as an experimental type of school to accommodate 800 pupils of the age group 11 - 15,and equipped to offer instruction in Domestic Science and Manual Training.

[3] Jamaica, Ministry of Education, Annual Report, 1962 - 63, p. 14.

United States specialist in agriculture, to evaluate the teaching of Agricultural Science[1] in the island, and to make recommendations for its improvement. Certain obstacles in the teaching of Agriculture in the schools were observed by Mr. Thomas. The major ones were a shortage of Agricultural Science teachers, a shortage of equipment, and lack of cooperation between the Ministry of Education and the Ministry of Agriculture. The limited facilities in the training colleges were responsible, in Mr. Thomas' opinion, for large number of teachers graduating without basic training in the subject.[2] Government grants to elementary schools for their school gardens was £4 per annum, and in 1953 the new Code of Regulations listed efficient gardening as one of the criteria for classification.[3]

Pupil and teacher participation in the Technical and Vocational classes at such a high interest level was reflecting popular awareness of social change. People were beginning to realise that every type of work had status and was valuable, and so the work begun in the elmentary schools came to be continued in senior schools as well; thus students were being prepared for participating in the economy. The emphasis on Vocational and Technical education was also meeting the personal aspirations of students while it was of interest to them. Another significant innovation of the period was Government extension of the

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[1] Emphasis on Agricultural Education was not intended in any way to negate the importance of the 3 R's. It was clearly understood that literacy would facilitate the reading of Agricultural literature by farmers, and permit the transmission of useful knowledge. Similarly, basic arithmetical competence would help the farmer to calculate money, weight, and measures.

[2] Jamaica, Ministry of Education, Annual Report, 1958, p. 21.

[3] Jamaica, Education Department, Code of Regulations, 1953, p. 12.

School Feeding Programme in 1946. This was devised to serve hot midday meal to children of the elementary school as it was an excellent way of correlating Agriculture, Domestic Science and Health. Students of the Domestic Science classes prepared and served the meals particularly in rural areas, while those who did Agriculture grew some of the vegetables in the 'school gardens'. In addition to a government grant of £ 95, food supply was augmented by foodstuff donated by children, gifts from local Banana Companies and planters, as well as by funds ranging from a farthing to penny-half-penny collected daily from the children.[1] The Programme was not left in the hands of non-specialists for too long. By 1951 three Meals Officers all Home-Economics specialists, were appointed to share responsibilities with local teachers in directing the scheme. They also stressed the importance of proper sanitation, health standards, and proper keeping of records for all operations in the School Canteen. The School Feeding Programme had specific objectives which were: to make school lunch a part of the child's education, to help the child enjoy better health through nutrition and health education, to help him develop habits of cleanliness, to provide him the opportunity of learning good table manners, and to develop happy children better equipped to serve the community.[2] As a means of providing a balanced diet for elementary school children, the programme was jointly financed by the government of Jamaica, UNICEF, and the American Agency of World Church Service. UNICEF contributed skimmed milk until 1959 and when they withdrew their donation, Jamaica purchased

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[1] The daily donation by children was increased to 4d. in the fifties.

[2] Jamaica, Education Department, Annual Report, 1951, p. 17.

£19,436[1] worth of skimmed milk. The American World Church Service subscribed flour, rice, sugar, butter, food yeast, and cornmeal. A lunch which consisted of meat, starchy vegetables, green and yellow vegetables, milk, peas, beans, and food yeast was made free to necessitous cases, while children who could afford it paid. The programme while improving attendance provided an additional probationer[2] for the staff of any school which had a Soup Kitchen. The programme was also an avenue to the creation of a healthy school environment which Hammond found lacking in 1930.

Mention has already been made of the need to graduate more teachers in quality and quantity. This the Ministry of Education attempted in teacher education expansion through the Emergency Teacher Education Programme in 1956. The objective was to graduate 750 instead of 300 teachers per annum as of 1956.[3] The Moneague Training College, opened in 1956, was designed to train 100 experienced teachers of the Pre-Training Grades II and III. It was opened exclusively as an Emergency Teacher Training College. Teachers who attended Moneague were allowed study leave on one-third of their year's salary and after successful completion of their course they were promoted to the next grade. Table 3.1 shows the grades of teachers in elementary schools in 1959. Another Emergency College was the Caledonia Junior College,

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[1] Jamaica, Ministry of Education, Annual Report, 1959, p. 7.

[2] A Pre-Trained teacher possessing either the Jamaica Local Third Year Certificate or Senior Cambridge Grade III. The Jamaica Ministry of Education equates the Third Year Jamaica Local Examination with Grade X in Alberta.

[3] Fifty-six percent of the teachers were untrained in 1956 the government was therefore anxious to achieve a fully trained teaching force in the schools.

TABLE 3.1

CLASSIFICATION OF ELEMENTARY SCHOOL TEACHERS IN JAMAICA IN 1959.

Grade of Teachers	Qualifications
Trained Teacher Grades	
Trained Teacher I	Three years of Training College plus Cambridge Higher Schools Certificate i.e. (Grade XIII), or its equivalent.
Trained Teacher II	Three years of Training College only.
Pre-Trained Grades	
Pre-Training I	Higher Schools Certificate or its equivalent.
Pre-Training II	Two years of Training College or the Cambridge School Certificate Grade I or Grade II i.e. (Grade XII), or its equivalent.
Pre-Training III	One year of Training College or Cambridge School Certificate Grade III i.e. (Grade XI) or its equivalent.
Pre-Training IV	The grade of 1,222 Probationers who are Holders of the Third Jamaica Local Examination Certificate i.e. (Grade X), or its equivalent.

Source: Jamaica, Ministry of Education, Annual Report, 1959.

*Teachers could be promoted from a lower to a higher grade by taking the Training College (External) Examination in two parts, a written examination of academic subjects followed by a practical examination of vocational-oriented subjects. The external examination could be taken at one of two centres, Kingston or Montego Bay. Prior to 1959, the Grades were, Head-Teacher, A1 Assistant, A2 Assistant, A3 Assistant and Probationers. In 1946, only Pre-Training Grades I and IV were considered untrained teachers.

opened in 1958 as a result of the Regional Conference on Teacher Education. Caledonia was opened with a view to producing 300 emergency teachers per annum. Caledonia trainees, inexperienced teachers, were oriented in classroom control, Basic Psychology, and Methods and Techniques in Infant and Junior School teaching. The course was of four months' duration. Of the 240 students who entered Caledonia in 1958,[1] the majority later entered training colleges for the three-year course. Others who joined the teaching force direct from Caledonia took Correspondence Course[2] in English,Education, Arithmetic, and two optional subjects. Successful completion of the Correspondence Course reduced the training college course from three to two years.[3]

Other changes in the pre-Independence period were the establishment of the Common Entrance Examination[4] and the Entrance Examination to Technical high schools introduced by Florizel Glasspole, Minister of Education in 1957. The Common Examination, first taken in 1958, was a new scheme of recruitment into academic secondary schools. It was set in two parts, a preliminary elimination and a final test. Of 17,383 children who took the preliminary test 12,325 qualified for the final test. Of the best performers, 1,933 were admitted to secondary schools under a Government Scholarship and Free Place Scheme.[1] Children who failed to obtain Free Places and did not qualify through the recognised competitive examinations set by the secondary schools had to pay full fees normally charged by the schools. The tests taken in the Common Entrance Examination were in English and Arithmetic. Standarised Intelligence Tests were also given. Of the students who sat the Common Entrance Examination in 1959, 67 percent of the elementary school entrants, 85 percent of the entrants from junior departments of Grant-aided secondary schools, and 92 percent of private preparatory schools candidates were successful in obtaining Free Places. The result is shown in Table 3.2. Children of the public elementary schools exhibited deficiency in skills, tested against children of private preparatory schools. The Ministry's explanation for the superiority of the preparatory school children was that they had started their education at the age of 4, while the majority of the children of public elementary schools had started their schooling at the age of 7. Though the late start is one reason for the deficiency, this writer sees other factors such as gross overcrowding and consequent noise in elementary schools. Less noisiness in the preparatory school, and a more pleasant environment, and the fact that preparatory school children originated from more favourable socio-economic background made their learning experience more pleasurable and successful. Furthermore, their parents' encouragement and support also made great contribution. Deficiency in skills was also exhibited in the Jamaica Local Examinations taken by senior elementary pupils. Table 3.3 shows the Jamaica Local Examination results of 1959 and 1961.

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[1] The Government paid £3.10/- per week for board and lodging for each Caledonia student.

[2] In 1959, Dr. L.M. McKenzie with assistance from Ford Foundations came to Jamaica to advise on the development of Correspondence Course for Caledonia students.

[3] Kandel recommended pre-college training for teachers in 1941, and in 1946, correspondence and short courses for probationers.

[4] A fee of five shilling was levied from each candidate sitting the examination. The age limit for entrants was a minimum age of 10 years and 5 months, and a maximum age of 13 years in January of the year following the examination. In 1958 the government paid about £80 per pupil for books, lodging, and allowance for travel, to one half the number of children earning free places. In 1959 - 60, about £110,000 was spent by the government for the same purpose, since the policy of this scheme was that no child should be denied educational opportunity through financial disability. A Common Entrance to Technical High Schools was established in 1961 for the 13 - 15 age group of 9,457 elementary school pupils taking the Common Entrance to Technical High Schools in the year of inception, only 456 passed. Jamaica, Ministry of Education, Annual Report, 1961, pp. 21 - 22.

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[1] Jamaica, Ministry of Education, Annual Report, 1958, p. 6.

TABLE 3.2

RESULTS OF THE COMMON ENTRANCE EXAMINATION TO ACADEMIC SECONDARY SCHOOL FOR 1959 AND 1961.

Year	Schools	Candidates Who Sat The Examination			Candidates Who Were Awarded Places				
					Scholarships		Free Places		
		Boys	Girls	Total	Boys	Girls	Boys	Girls	Total
1959	Elementary	4,908	9,210	14,118	404	375			779
	Preparatory	826	861	1,687	258	207			465
	Secondary	572	987	1,559	163	296			459
1961	Elementary	5,018	9,212	14,230	8	16	432	551	1,007
	Preparatory	1,223	1,435	2,658	32	27	325	353	737
	Secondary	492	770	1,262	9	7	134	268	418

Source: Jamaica, Ministry of Education, Annual Report, 1959, p. 13. Jamaica, Ministry of Education, Annual Report, 1961, pp. 21 - 22.

The Introduction of the Common Entrance Examination[1] was an acceptance by the polity that schools must provide the working class child with his 'social due' by providing some amount of freedom in occupational life, hence providing education suitable to the child's talents, rather than being 'talent barriers'. The Common Entrance Examination, supported by the emphasis on Vocational Education broadens the individual's notion of the possible while it adds new tastes and stimulates motivation. This combination could reduce failure in that the child could be better guided or channeled before the Jamaica Local Examinations, where failures were excessive.

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[1] The introduction of the Common Entrance Examination in 1958 was preceded by an Experiment in Secondary Education in 1954. This was done in 5 Elementary Schools. Windward Road, Central Branch, Kingston Senior School, May Pen and St. Aloysius experimented in Secondary Education with their Standard 6 pupils. After 3 years these students were entered for the Cambridge School Certificate Exams, as did Senior Grammar School students, and passed obtaining Grade I standings in the subjects taken. The experiment was not repeated as Edwin Allen the Minister of Education was not returned to office due to a change of government.

TABLE 3.3

JAMAICA* LOCAL EXAMINATION RESULTS 1959 AND 1961.

Examinations	1959			1961		
	Candidates			Candidates		
	Entered	Passed	Percentage	Entered	Passed	Percentage
First	7,677	1,270	16	5,860	991	17
Second	3,741	620	17	2,130	546	26
Third	4,018	585	15	3,103	592	19
Total of all Candidates	15,436			11,093		

Source: Jamaica, Ministry of Education, Annual Report, 1959, pp. 14 - 15. Jamaica, Ministry of Education, Annual Report, 1961, p. 22.

*The number of candidates sitting the three examinations in 1959 showed an increase of 1,610 over those entered in 1958.

Glasspole, conscious of the disparty between preparatory schools and Grant-aided elementary schools, submitted a National Education Plan in 1957.[1] In brief, the Plan was based on the principle that every child should obtain elementary education between the ages of 7 - 11, inclusive, as was recommended in the Hammond Report (1930), and that the system should provide finances to allow for further opportunities to children of special ability, so that Jamaica may out of its own resources provide the community with manpower needs in industry, agriculture, farming, trade,commerce and professional services. Education, according to the Plan should be open and available to all on the basis of genuine equality. To give effect to the Plan, the government re-designed elementary education in the following categories: Infant Education for children of the pre-elementary school age, 5 - 6 year olds; Elementary Education up to 11 years or over; Post-primary Education, 11 years and over; Further Education which comprised Community Education for adults and adolescents was provided by the 4-H Clubs, and the Jamaica Social Welfare Commission.

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[1] Jamaica, Ministry of Education, Annual Report, 1958, p. 7.

This educational policy outlined by Glasspole is in agreement with recommendations made by the Moyne Commission (1939), and is desirable since Jamaica received internal self-government in 1958, and would as never before need citizens capable of coping with the political economic, and social demands of the country. Shirley Gordon[1] regarded the Plan as one which included social reform, and was concerned with laying good island-wide basis for effective social development. Gordon's discussion of the plan is that:

> the spread of literacy and basic general education throughout the programme...will provide the vehicle for greater social, political and cultural awareness at all levels in society...Formal education will be reinforced by various social welfare services, with programmes for training in group participation...among adults in backward areas...The education proposal...provides an opportunity for every Jamaican child to have 5 years of elementary schooling. This is a major revolution in educational policy.

In order to meet the objectives of the Plan the Ministry would have to erect more schools, and institute island-wide compulsory education since attendance fell drastically by the fifth year of elementary school as Table 3.4 shows.

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[1] Gordon, Century of West Indian Education, pp. 266 - 68.

TABLE 3.4

NUMBER OF PUPILS BY YEARS COMPLETED AT ELEMENTARY SCHOOL (1958).

	1st. Year	2nd. Year	3rd. Year	4th. Year	5th. Year
Males	28,155	21,794	18,163	15,301	12,911
Females	28,737	21,834	18,267	15,577	13,276
Total	56,892	43,628	36,430	30,878	26,187

Source: Jamaica, Ministry of Education, Annual Report, 1958, p. 30.

In addition to implementing compulsory attendance between the ages of 7 and 11, the government would have to increase the number of school places, supply more text and exercise books, help some pupils with school uniforms, and extend the school feeding programme since irregular or non-attendance are often due to poverty. When the government supplied such necessary and sufficient conditions for every child in Jamaica to obtain 5 years of schooling, it would create tremendous change in conditions that would tend toward moral and material rehabilitation. Such extension of educational opportunities was expected to reduce serious handicaps for political education on which the ultimate success of democracy is basically dependent. Effective general education would facilitate the understanding of laws and the Constitution of the country.

The Plan which was intended to embrace the period 1957 - 67, reflected the government's view that the most urgent need in Jamaica was for a good basic elementary education which would facilitate success in higher levels of school.

But the increasing population which the Allen regime saw in 1951, was predicted to create problems of accommodation in 1958, and would necessitate staggering in certain schools, as is hinted below:

> If the population continues to increase at its present rate, the island will be faced with the problem of insufficient school places ...in 1958. Serious thought is being given to a scheme that would make it possible to have two sets of children use the same building, so that a building accommodating 300 pupils in the forenoon would accommodate 300 in the afternoon.[1]

The system, called the 'stagger system' or 'shift system', was started on an experimental basis at Swallowfield School in 1958 to the disgust of teachers who claimed that they were overworked, and to the annoyance of some parents who regarded it as a means of increasing temptations towards juvenile delinquency, since the children who attended that school were left for one half of the day without guided activity. Many factors were responsible for the increased school population. They were the post-war baby boom, the distribution of free text and exercise books, free lunches, and the Common Entrance Examinations which opened the way to secondary school.

Jamaica's educational expansion and increased school enrolment demanded more teachers than the island's training colleges could supply, and so a policy of recruiting expatriate teachers was started in 1958 under a scheme known as the 'Murray Scheme'. Of 90 teachers recruited between 1958 and 1961, 79 remained in the island's teaching force. Britain supplied most of these teachers[2] and under the scheme, expatriate teachers, in addition to their salary, received either the amount of contribution necessary to preserve their pension rights under the Superannuation Scheme in the United Kingdom, paid by the Jamaican government, or a contract gratuity equivalent to 20 percent of their salary in respect of every completed period of three months of satisfactory service.[1] The justification of special consideration offered the expatriate teachers was that many developing countries were on the market bidding for the services of teachers, and Jamaica would have been in a unfavourable position had she offered less than any other bidder. Furthermore, expatriate teachers originated from countries of a better economic position than Jamaica, and were receiving higher salaries at home. Under the 'Murray Scheme', expatriate teachers held two-year re-newable contracts but were ineligible for promotion during the tenure of the contract. Also, members of the Peace Corps, the Voluntary Services Overseas, and the Canadian University Services Overseas schemes rendered invaluable help in teaching Physics, Mathematics, Chemistry, Geography, Modern Languages and Physical Education, in Jamaica's secondary schools and training colleges.

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[1] Jamaica, Education Department, Annual Report, 1951, p. 15.

[2] Jamaica, Ministry of Education, Annual Report, 1961, p. 4.

Another means of strengthening the teaching force was the recruitment of graduates from the Jamaica School of Agriculture (JSA), the College of Arts, Science and Technology, (CAST), and the Kingston Technical School. All these recruits who taught Vocational Education in Jamaican schools were classified as Specialists.[2] The government also realised that Physical Education was important in the mental and physical development of the child and so, people were encouraged to specialise in the subject and become specialist teachers. It was not till the early years of the 1960's that Jamaicans began to take interest in the teaching of the subject, and consequently obtained specialist training to replace expatriate specialists.

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[1] Jamaica, Ministry of Education, Annual Report, 1963 - 64, p. 5.

[2] Teacher Education was not a necessary qualification for teaching in Jamaica.

Awards of Scholarships and Bursaries also helped to augment the teaching force. Students who held these awards either studied at the University of the West Indies or in educational institutions overseas. As a result of a Commonwealth Education Conference, held at Oxford in 1959, a plan for the award of 1,000 Scholarships and Bursaries[1] to Jamaica developed.

Four subsidiary agencies in the Ministry of Education also made invaluable contribution to the development of education in Jamaica during the pre-Independence period. One such agency was the "Educational Production Unit" started in 1948, and renamed the "Publications Branch" in 1958, which distributed Text books, Manuscripts, Reference books, and Exercise books to schools in the island assisted by UNESCO and the University of the West Indies (UWI). Of a contribution of £40,000 made by UNESCO £10,000 was used for the purchase of exercise books from Canada.[2] Books and stationery were distributed either direct to schools in the Corporate Area (Kingston and St. Andrew),and to schools on the main roads in the island. Books for remote areas were left at 'depot schools' on the main road, and were collected later. The supplies were meant to supplement parents' efforts but teachers reported that because of increasing economic pressure parents found it impossible to meet the cost of all items and stationary.[1] The Publications Branch also maintained a library at the Vauxhall Senior School, Kingston, for the use of teachers and pupils throughout the island. The Library at Vauxhall Senior School was supervised by a Librarian on secondment from the Jamaica Library Service. In 1959, a member of the Production staff was awarded a UNESCO fellowship in text book production. By 1960, the revenue from Sales and Royalties derived from the Publications Branch was £911:0:0d.

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[1] A Commonwealth Bursary was available for study in Britain for one year and a scholarship for two years. Bursars had their return passage paid, and received allowance for pocket-money, warm clothing and books. Their tuition and boarding were paid in addition to their normal salary at home. On return home, they were expected to participate in the development of their country by holding seminars and in-service training courses. Undergraduates Bursars attended Specialist Colleges mainly, and were graded as Specialists on their return home.

[2] According to the Ministry of Education, Annual Report, 1959, (p. 15), the books distributed were as follows: (i) 15,000 copies, Jamaica School Atlas compiled by R.M. Bent (CEO), and published by McMillan; (ii) 14,000 copies, History of Jamaica by C.V. Black, and published by Collins; (iii) General Science for the Caribbean (Book 1 - 3) by Phyllis Thornton, published by Longman's, Green & Co. Ltd.

Another means of getting books into the schools was through the Jamaica Library Service, (1943), inaugurated in 1949. The circulation of books to 715 elementary schools and infant departments in 1958 was made possible through a grant of £70,000 made to the Jamaican government by the British Council for the period 1949 - 59, on condition that the Jamaican government maintained the service.[2] In 1957 a Bookmobile Service was introduced to serve 44 schools in rural and urban areas. This service made it easy for teachers to select their own stock of books. Teachers in rural areas, far from bookstores,were able to examine more than 2,000 books every three months, thus obtaining up-to-date information on recent Children's Literature. Through the Bookmobile Service the trained Librarian visiting the schools was able to demonstrate the use of Reference books, and could illustrate methods of organising a library. She also discussed problems of Library organisation with the teachers. Schools with attendance of over 500 pupils received 300 books, and smaller schools received 150 books on each visit of the Bookmobile. When the grant from the British Council was withdrawn in 1959, the Jamaican government made a grant of £27,000 to the service.[1]

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[1] Jamaica, Education Department, Annual Report, 1956, p. 10.

[2] Ibid., p. 10.

The Central Film Organisation (CFO) established through the cooperation of the British Council, and various government organizations was a further positive factor. It operated a Film-lending Library, and loaned projectors with an authorised operator, to schools. In the 1950's growth in the use of films was slow because few schools had electricity mains. However, a large number of schools utilised battery-operated film and film-strip projectors. There was no grant for the purchase of projectors and films, therefore schools organised fund-raising drives and bought their own projectors.[2] In the absence of films teachers used self-made charts, diagrams, and pictures.

The fourth agency, the Schools Broadcasting Service, started in 1952, was the first in the Caribbean.[3] It transmitted radio broadcasts of fifteen minute programmes of Singing, Music Appreciation, Social Studies, Geography, English Literature, General Science, History, and Story-telling to schools. Difficulty was experienced by the schools in making proper use of this service due to their physical arrangement, and over-crowding.

During the fifties also, the Education Department re-named the Ministry of Education in 1958, greatly increased its personnel and became more bureaucratic (Appendix E). One significant aspect of this type of organization was the promotion of indigenous personnel to senior administrative positions. This combined with greater autonomy given to teachers in the schools, the emphasis on Vocational and Academic education, the extension of educational opportunities to the poor, and the inclusion of Adult Education and a Community Development as aspects of general education highlighted the pre-Independence period. Some problems nevertheless still remained unsolved because the Ministry of Education was still faced with the task of finding a formula for the implementation of island-wide compulsory education in addition to making education more egalitarian and functional.

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[1] Jamaica, Ministry of Education, Annual Report, 1959, p. 18.

[2] Jamaica, Education Department, Annual Report, 1950, p. 10.

[3] Jamaica, Education Department, Annual Report, 1952, p. 9.

CHAPTER FOUR

THE POST - INDEPENDENCE PERIOD 1962 - 1973.

A review of the circumstances under which Jamaica seceded from the Federation of the West Indies,[1] and gained Political Independence makes the Latin phrase "Vox Populi:Vox Dei" come to life. Political Independence was sought after the Jamaican electors voted 'no' in the Referendum of 1961, and returned the Jamaica Labour Party to power by electing 29 of the Party's candidates as against 19 supporters of the People's National Party which was the proponent of West Indian Federation. Britain was amenable to talks concerning Independence after the Referendum, and at the London Conference held in March 1962, it was decided that Independence would be celebrated on 6 August 1962.[2] On that date Kenneth Blackburn, last of the Colonial Governors, became Governor-General and when his term of office expired in December 1962, Clifford Campbell, a Jamaican and a former elementary school Head-Teacher, became his successor. To illustrate the polyethnic[1] make-up of the population of Jamaica, the motto "Out of many one people" was selected for the island. This motto was to influence the educational, social and political structure in later years.

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[1] Arrangements were made at two conferences held in 1947 and 1956 respectively for Jamaica to unite with the other British West Indian islands to form a West Indian Federation, with one capital, one currency and unrestricted movement of people from one area to another. Chaguaramas, in Trinidad, was chosen as the Federal capital and Jamaica having one half of the population in the territory was 1,200 miles away from Chaguaramas though it would be expected to supply in conjunction with Trinidad most of the finances towards the Federation. This matter was put to the people of Jamaica and as a result of a Referendum in which 61 percent of the electors voted 'No', Jamaica withdrew from the Federation.

[2] Jamaica as an Independent country in the British Commonwealth has the Queen of Britain as its titular sovereign. Since the 6 August 1962, the Queen has been represented by the Governor-General on the advice of the Prime Minister, who is leader of the Majority Party. The Governor-General is advised by the Privy Council. There is an Executive Council which comprises the Prime Minister, and other Ministers appointed by the Prime Minister together they form the Cabinet which is the highest executive power. The Legislative Council comprises the elected House of Representatives and the nominated Senate. The leader of the Minority Party is the leader of the Opposition. The Cabinet is advised by an Attorney-General who is an elected member of the House.

With the return of Edwin Allen as Minister of Education, changes of policy as well as expansion of control at high political level were effected in the Ministry of Education. In 1962, the Minister, hitherto the only political personality in the Ministry of Education, was given new assistance by the creation of a new position of Parliamentary Secretary to the Ministry of Education. The new appointee was the Hon. Esme Grant, an experienced educator and former Head-Teacher. Allen's first step towards reform in the Ministry of Education was to introduce, in 1962, a change in policy in the Common Entrance Examination. This policy made provisions for 70 percent of the Scholarships and Free Places awarded on the basis of the results of the examination to go to candidates from the elementary schools, and 30 percent to go to pupils from other schools. The effect of this policy which was partly intended to lessen the chance of private school candidates, was immediately obvious as Table 4.1 shows. In 1962 two separate lists were prepared, one for boys, and one for girls. This was designed to weigh boys' performance against boys, and girls' performance against girls since girls did better than boys in previous examinations, and consequently had the advantage. The '70:30' policy introduced by Allen was not free of adverse criticisms. It was held that the policy pressured elementary schools because parents hunting for Free Places sent their children to school regularly, and over-crowding resulted. Due to the new impetus awakened in parents, attendance increased from 175,902 in 1961[1] to 185,305 in 1962[2], and the hike in 1964 was to 202,438.[3] Another adverse criticism was that this policy pressured secondary school teachers who had to cope with children whose academic attainment was low, and it was also suggested that the policy was designed to debar many talented children of private schools from obtaining free places. Furthermore, children whose parents lacked financial resources and whose attainment was mediocre were admitted into secondary schools through Free Places and Scholarships and others of more favourable attainment were forced to pay fees. Yet another criticism was that the policy created a 'bulge' not only in elementary schools but also in secondary schools.[4]

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[1] The Jamaica, Department of Statistics, Census 1960, distributes the population of 1,693,000 as follows: Afro-European 91.4 percent of the population, Europeans represented 0.8 percent, Chinese and Afro-Chinese 1.2 percent, East Indian and Afro-East-Indian 3.4 percent and other races which included French, Lebanese, Spanish and German represented 3.2 percent.

In 1962 practical steps towards expanding the educational programme were taken by Mr. Allen when he invited UNESCO to send a Mission to Jamaica to investigate the educational system. Before Mr. Allen extended formal invitation for the team to report on their findings in 1964,[1] Gordon Ruscoe, author of Dyfunctionality in Jamaican Education,[2] visited the island in 1963 and found many problems in education. In short, Ruscoe found that the problems of education had retarded economic growth. Population increase had resulted in increased demand for consumer goods, and had increased unemployment. The combination of unemployment and population increase had illuminated the balance between social and economic development. Lack of family cohesion among the poorer classes had hindered the demand for durable consumer goods and had consequently made it impossible for education to promote industrialisation. Ruscoe's criticism of the school curriculum was that it did not include non-academic courses to provide for skilled manpower. The schools, he thought, had failed to provide social education, and this failure was further complicated by the quality and quantity of the teachers, the shortage of facilities and equipment, and the economic conditions of poorer families. Education,according to Ruscoe had maintained much that was British, though it had failed to keep abreast with Britain, and its own industrialisation and urbanization brought about by political independence. His conclusion concerning Agricultural Education was that it was hampered by a shortage of specialist teachers, limited equipment, and by the lack of positive relationship between Agriculture and Technical and Economic development. He stressed that social development of the individual, and the development of Technical and Industrial sectors were urgent and necessary. Ruscoe's findings however, did not influence educational expansion or reorganization.

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[1] Jamaica, Ministry of Education, Annual Report, 1961, p. 41.

[2] Jamaica, Ministry of Education, Annual Report, 1962 - 63, p. 3.

[3] Jamaica, Ministry of Education, Annual Report, 1963 - 64, p. 33.

[4] This 'bulge' forced the Minister to have an Ad Hoc Committee struck in 1962 to (1) consider ways and means of producing cheap buildings, (2) work out a crash programme for teacher training and (3) devise a programme for temporary accommodation of students.

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[1] Jamaica, Ministry of Education, New Deal for Education, 1966, p. 7.

[2] Gordon Ruscoe, Dysfunctionality in Jamaican Education (Michigan: University of Michigan Press, 1963).

In 1964, the UNESCO team in their Report drew attention to certain deficiencies of the educational system. The team, starting at the administrative level, referred particularly to lack of any clearly defined goals which could determine the orientation of education and the structure of the system. The absence of planning on a continuous basis, the lack of adequate information and statistical data in addition to the absence of community effort to supplement that of the government's in education were also pointed out. The Mission also noted the gross-overcrowding in the elementary and All-Age schools, inadequacies in the supply of text books, a shortage of instructional materials and equipment, and the absence of a well thought-out syllabus. The Mission recommended reinforcement of the school building programme, establishment of an Educational Planning Unit, and expansion of teacher training and Correspondence courses.

TABLE 4.1

DISTRIBUTION OF FREE PLACES AND SCHOLARSHIPS TO SECONDARY SCHOOLS FOR 1961 AND 1962 RESPECTIVELY

Fiscal Year	Elementary School			Other Schools		
	No. of children entered	No. of full Scholarships	No. of Free Places	No. of children entered	No. of full Scholarships	No. of Free Places
1961	14,230	24	983	3,920	75	1,080
1962	15,375	52	1,272	4,264	50	637

Source: Jamaica, Ministry of Education, Annual Report, 1961, pp. 21 - 22.

In accordance with the Mission's recommendations an Educational Planning Unit Committe consisting of the Ministries of Education, Agriculture, Finance, Labour, and Central Planning was established to execute certain duties.[1] In 1965 two UNESCO experts, an Architect and a Technical Adviser, visited Jamaica to assist in preparing building plans for educational institutions. While local personnel found temporary accommodation, building plans were made by the visitors. The Government of Jamaica then submitted a loan application to the World Bank, in 1966, and an agreement was made to assist Jamaica in the first phase of the programme 1966 - 1970, though a loan of $3.4 million. This amount was complemented by a Technical grant of $0.464 million from the US/AID. The latter amount was to be used for teacher training, and to re-design the educational programme through the development of junior secondary schools for the 12 - 15 year olds.[2]

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[1] The function of the Planning Unit was: (i) to prepare up-to-date statistics on school enrolment, facilities, teaching force and costs; (ii) to obtain data on manpower needs, demography, internal migration and other statistical information relevant to the planning of the educational programme; (iii) to provide information on out-flows of students from various types of schools, and levels in order to enable industry and commerce to assess its own supply position; (iv) to keep a watch on the progress of the programme and recommend appropriate modifications; (v) to evaluate educational objectives continuously; (vi) to undertake a study of educational development in other parts of the world, as it affects the Jamaican situation; to analyse building costs and other expenditures and ensure that maximum utility is achieved; (vii) to advise the Minister on alternative courses of action to meet the given educational objectives. The New Deal for Education, 1966, p. 8.

A Senior Economist-Statistician was to assist the Chief Education Officer in planning and they were to be assisted by Administrative and Clerical Staff.

[2] The transfer of students at the age of 12, into junior secondary schools necessitated a re-organisation of the grading system as was suggested in the National Plan 1957 - 1967, i.e. (i) Early Childhood: under 6 years of age; (ii) Elementary education: Grades 1 - 6 (Age, 6 - 11); (iii) Senior school or junior secondary school: Grades 7 - 9 (Age 12 - 15). This provided for the child to leave the elementary school for the junior secondary during the school year in which he was 12 years of age. Junior secondary represented First Cycle Secondary Education and was similar to that offered by the senior schools.

This suggested re-organisation called the 'New Deal' would programme elementary children who had not passed the Common Entrance Examination to move into the junior secondary schools on a non-selective basis. The duration of their course would be for three years, students would be permitted to progress according to their aptitude, attainment and ability, and they would be exposed to a wide range of Technical, Vocational and Academic subjects. Any student who wished to progress beyond First Cycle secondary education, or junior secondary education to Second Cycle education or education for 15 - 19 year olds, would be required to pass a school leaving test based on aptitude for Vocational, Technical or Grammar type education. Junior secondary education meant three more years of schooling for the 12 - 15 age group, and unquestionably this was a great step forward. Unfortunately, however some junior secondary graduates considering themselves highly educated could refuse to do manual work and thus become a group of unemployed and disgruntled school leavers.

The new programme provided for complete integration of the system of education between the ages of 6 and 19, and was on a three-phase basis: 1966 - 1970; 1971 - 1975; 1976 - 1980.[1]

In 1965 - 66, the Canadian government committed a loan of $1.550 million. This would go towards the building of elementary schools and teachers' cottages. According to the loan agreement signed in Ottawa on 13 July 1966, the first instalment of $600,000 was to be used towards the expansion of 40 elementary schools to provide 12,000 places. The Jamaican government supplemented this amount with a sum of £235,185.[2] The expansion of the elementary accommodation made it possible for the age of admission to elementary schools to be reduced from six and one half to six years,[1] but preference was however to be given to the older child. In 1966 compulsory education, according to the Education Act of 1965 as is illustrated in Appendix F, was declared in Northwestern Clarendon, the Minister's constituency.

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[1] New Deal for Education, 1966, p. 9.

[2] Ibid., p. 32.

Since teachers would form the strongest link in the programme of expansion, it was planned that the pupil-teacher-ratio of 1:50 would be reduced to 1:45. Table 4.2 shows the teacher-pupil ratio in 1963 - 64 when the UNESCO Report was made. The reduction of the ratio to 1:45 then would reflect great improvement and would therefore necessitate an acquisition of a fully-trained teaching force, the target for 1970. New arrangements were consequently made in the teacher training colleges for students to spend two years in training in either Infant, Elementary, or Junior Secondary route, and a third year in internship. This would be effected in 1967. The internship was planned in two parts. The first part involved a year of teaching in an internship school, followed by the second part of a two-week seminar to be held at the college from

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[1] There was a new classification of schools in 1965 to cope with the expanding population. The Code of Regulations 1965, p. 19, gives the following classification for various schools other than High Schools for purposes of any school year:

Class 1 - daily average attendance of more than 600 pupils during the last two preceding school years.

Class 2 - daily average attendance of more than 300 pupils but less than 600, during the last two preceding school years.

Class 3 - daily average attendance of more than 150 pupils but less than 300 in the last two preceding school years.

Class 4 - daily average attendance of not more than 150 pupils for the last two preceding school years.

Under this new classification a teacher could move from one grade of school to another. If he goes from a lower grade school one of to a higher grade he is paid the minimum salary of the higher grade, hence this meant more pay for some teachers.

TABLE 4.2

PRIMARY EDUCATION *

ENROLMENT; STAFF BY QUALIFICATION; TEACHER-PUPIL RATIO; 1963 - 64

Parish	No. of Schools	Pupil Population Average Enrolment	Staff Qualifications			Teacher-Pupil Ratio	Trained Teacher-Pupil Ratio
			Specialist Staff	Total Staff	Percent Trained		
Kingston	39	29,462	36	617	76.17	1 : 48	1 : 63
St. Andrew	59	27,641	31	504	67.46	1 : 55	1 : 81
St. Thomas	40	13,676	10	234	52.14	1 : 58	1 : 112
Portland	46	14,387	10	257	47.86	1 : 56	1 : 117
St. Mary	64	19,112	13	237	48.94	1 : 80	1 : 165
St. Ann	64	24,898	22	470	51.48	1 : 53	1 : 102
Trelawny	29	11,895	11	219	53.88	1 : 54	1 : 101

TABLE 4.2-Continued

Parish	No. of Schools	Pupil Population Average Enrolment	Staff Qualifications				
			Specialist Staff	Total Staff	Percent Trained	Teacher-Pupil Ratio	Trained Teacher-Pupil Ratio
St. James	34	15,871	19	287	53.22	1 : 55	1 : 104
Hanover	34	11,883	4	203	47.29	1 : 58	1 : 124
Westmoreland	55	23,031	17	389	47.04	1 : 50	1 : 126
St. Elizabeth	75	26,587	8	457	46.6	1 : 58	1 : 125
Manchester	60	23,918	21	430	56.98	1 : 55	1 : 98
Clarendon	71	33,444	14	543	43.59	1 : 61	1 : 115
St. Catherine	75	30,845	26	536	52.43	1 : 57	1 : 101
Total	744	306,623	242	5,383	55.62	1 : 56	1 : 102

Source: Jamaica, Ministry of Education, Annual Report 1963 - 64, p. 42.

*This number covers All-Age Schools and Junior Elementary Schools i.e. 6 - 15 year olds.

which the student originated. This two-week seminar was to be held at the end of the internship year.[1] The internship school was selected by an Advisory Committee which advised the Minister on over-all educational policy.[2] This Committee was assisted by a Placement Committee composed of senior Education Officers. The main responsibility of the Placement Committee was to select schools which would provide an atmosphere in which the intern could develop his teaching capabilities. Such opportunities would include full participation in staff meetings, handling of routine details, opportunities to observe other teachers, and opportunity to attend compulsory seminars which were held fortnightly.[3] During the year of internship each intern would be expected to undertake a study, the topic of which was mutually decided on by the intern and the supervisor. Training college staff would not see the intern until after the end of the year when the intern returned to college for the final two-week seminar, and the supervision of interns was to be arranged by the Ministry of Education.

The Internship Programme is a thorough and theoretically sound approach to teacher preparation since it is a period when the prepared student does the full work of a teacher under professional supervision.[4]

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[1] Dudley R. Grant, "Specifics of the Teachimg Internship Programme" Kingston, 1970. (Mineographed.)

[2] This was also the Board of Teacher Trainimg formed in 1956. It consisted of a Senior Education Officer as Chairmam, Principals of Teacher Training Colleges, the Chief Education Officer, the Principal Assistant Secretary of the Ministry of Education, a representative of the Jamaica Teachers' Association and the Director of the Institute of Education of the University of the West Indies.

[3] Grant, "Teaching Internship Programme", p. 4.

[4] Vincent R. D'Oyley and Sybil Wilson in "Instrumentation to Improve Teacher Education in Jamaica", Teacher Education Paper 0/1972, presented at the Department of Educational Planning, OISE, University of Toronto, Canada, 1972.

Each intern is responsible for a class of forty pupils in the school of assignment and undergoes continuous assessment. Permanent certification is granted at the end of the year, on successful completion of the year's internship. After the first three years of the Internship Programme, 1970, it was clear that the programme had fulfilled the objective of putting more teachers into the classroom annually. Two former interns interviewed by the writer, revealed that the internship was the most valuable aspect of their teacher-education programme, since they were put into the real classroom situation, rather than writing notes in Methods, and remaining for a third year in the artificial situation of the lecture rooms. To these former interns, the period of internship was one in which they could evaluate themselves against other teachers for a year, and learn from their own mistakes.[1]

Another highlight of the teacher-education expansion was the integrated 2-year and 3-year course[2] in which all students took a common basic course of studies. There was a common curriculum which included English Language, Principles of Education, Psychology and Child Development, History of Educational ideas and Teaching Methods in English and Arithmetic. There was also to be basic training in Physical Education, Speech, Music and Art and Crafts. Students were allowed a choice of three optional subjects, one practical, and two academic subjects, all to be done in depth. Each college designed its own curriculum for optional subjects but a copy of the plan had to be submitted to the Institute of Education, and the Ministry of Education. Changes were also effected in the number of examinations, and the subjects assessed externally were reduced from ten to two. At the end of each college year, the Principal was expected to present a list of marks or grades with recommendations for passes to the Board of Teacher Training. The final marks were arrived at by a discussion between the college tutors and two external assessors. Teaching Practice outside of the internship year, was in three parts. Firstly,visit to and observation in the school where the Teaching Practice would be done, secondly,six weeks of Teaching Practice in Kingston in the first instance, and thirdly, another six weeks in the country during the second half of the year.

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[1] Interview with two of the writer's former students at a Teachers' Summer In-service course held at Moneague Teachers' College 3 July 1972.

[2] Formerly, all students took courses specially designed for their particular academic year, but this integration allowed for the students who were completing the three year intra-mural course to take some common courses with those who would serve internship.

Resulting from the changed climate in Teacher Education, Shortwood Teachers' College undertook to train twelve Commercial students, in 1966. These students took academic and optional subjects at the College for two days each week, and spent the remaining three days at the College of Arts Science and Technology, obtaining training in their field of specialisation. Such students did their Teaching Practice in the Kingston Senior School or in the Commercial Department of the Trench Town Comprehensive School.[1]

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[1] There are two Comprehensive Schools in Jamaica one in Kingston, and the other in Frankfield, Clarendon. These are more similar to the Comprehensive Schools in England than Composite High Schools in Canada. When Dr. Gale was selected principal of Trench Town in preference to Allan Byfield, the non-graduate Head-Teacher of Trench Town Elementary School, a court issue which Mr. Allen won ensued. The Byfield's case however, united five Teacher's Associations into one Association, The Jamaica Teachers' Association (JTA). The five associations were: (i) The Jamaica Union of Teachers (JUT); (ii) The Association of Headmasters and Headmistresses of Secondary Schools (H^2M^2); (iii) The Association of Assistant Masters and Assistant Mistresses of Secondary Schools (A^2M^2); (iv) The Association of Teacher Training Staff (ATTS); (v) The Association of Teachers in Technical Institutions (ATTI). The executive of these groups had formed the Joint Executive of Teachers' Association (JETA) in 1961, and became the Jamaica Teachers' Association in 1964. The idea of merging the five associations orginated from Mr. W.A. Powell.

However, these were not the only steps taken to increase the teaching force for this time. More incentives were offered to teachers working in rural areas and leave facilities were made available to all teachers in the island. Short term measures included the retention of able bodied teachers beyond the normal retirement age, and a "Teach Corps" initiated by the Jamaican Teachers' Association[1] in a programme which involved a three-month course for graduates of the Sixth-Form and the University of the West Indies who would then teach for at least two years. Mr. W.A. Powell, Principal of Excelsior Secondary School, Kingston, initiated a programme in 1970, whereby teaching was added to the Grammar School curriculum so that a student graduating from this Grammar School would be equipped to teach in elementary and junior secondary schools, as a pre-trained teacher. It was thought that the addition of teaching to the Grammar School's curriculum would make the school multi-faceted, and that the students would develop a better attitude toward society. Mr. Powell has also proposed the idea of the Excelsior Plant.[2] The Jamaica Teachers' Association also helped in running Summer In-service training for administrators since it was maintained that the person who heads a school should obtain professional training, and since efficiency as a classroom teacher and good qualifications needed administrative skills to support them. This course was in accordance with Kandel Report of 1946.[1] The course for administrators was deemed necessary in that the rapid growth of the size of schools, and the increase of staff as well as the complexity of educational and social problems had to be contended with, within the school. In the writer's opinion, the competence of the Head-Teacher is and will be a key factor in the reconstruction and development of education, and therefore administrators need to be sufficiently informed, dynamic, and capable of providing guidance in conducting evaluation.

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[1] Interview with Mrs. Fay Saunders, Principal of St. Andrew High School for girls, and President of the Jamaica Teachers' Association, at St. Andrew High School, Jamaica on 13 July 1972.

[2] The Excelsior Plant, to be completed in 1973 is intended to establish an education centre to approximate representation of the Island's educational system. The six demonstration schools and Training Plant on 30 acres of land will provide an integrated system of continuous education for pre-Elementary through late adolescene. The names of the schools will be: (i) pre-Elementary; (ii) Elementary; (iii) Junior Secondary; (iv) Senior Secondary (Academic); (v) Senior Secondary - Technical (Industrial Arts School); (vi) The Sixth-Form Community College. This will give Industrial training to meet the local needs of Commerce and Industry. At each level there will be afternoon and/or evening classes for approximately half the number of students enrolled in the day school. This will maximise the use of buildings and its facilities in order that more pupils will obtain an education. Teacher-Volunteers are given a limited time table and they receive extra remuneration for work in the extension schools.

In reviewing Edwin Allen's 'New Deal' the only blue print since his assumption of duties in 1962, three questions become uppermost in one's mind—why junior secondary schools? what was the underlying philosophy of the time? and what is the capability of the island to absorb all manpower needs supplied by the junior secondary schools which give only pre-vocational Training?

The answer to the first question is that elementary schools and their senior departments were not meeting the manpower needs of the country, and many of the trained people who were migrating to the United States, Canada and the United Kingdom in addition to other areas as is shown in Table 4.3, had to be replaced by the quickest means. It was considered that the junior secondary school was the most expedient way of meeting this requirement since it would provide for underprivileged

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[1] Kandel had recommended a one-year course for trained teachers to enable them to become Administrators.

TABLE 4.3

OCCUPATIONAL CLASSIFICATION OF MIGRANTS 1967 - 69

Major Occupational Group	1967				
	U.S.	CAN.	U.K.	Total	%
Professional, Technical & Related Occupations	1,357	407	-	1,767	17.2
Administrative, Executive & Managerial	110	87	-	147	1.4
Clerical	686	555	-	1,241	12.1
Sales	83	49	-	132	1.3
Craftsmen	501	387	-	888	8.6
Other Skilled	1,145	161	-	1,306	12.7
Semi - and Unskilled	3,767	801	-	4,568	44.4
Unclassified	-	-	235	235	2.3
Total Workers	7,649	2,397	235	10,281	100.0
Dependents	2,834	1,062	7,872	11,768	
Total Migrants	10,483	3,459	8,107	22,049	

TABLE 4.3 (Continued)

Major Occupational Group	1968				
	U.S.	CAN.	U.K.	Total	%
Professional, Technical & Related Occupations	1,777	295	-	2,071	13.4
Administrative, Executive & Managerial	150	15	-	165	1.1
Clerical	1,347	407	-	1,754	11.3
Sales	146	39	-	185	1.2
Craftsmen	1,117	322	-	1,439	9.3
Other Skilled	2,017	216	-	2,233	14.4
Semi - and Unskilled	6,970	491	-	7,461	48.2
Unclassified	-	-	164	164	1.1
Total Workers	13,524	1,784	164	15,472	100.0
Dependents	3,946	1,102	4,476	9,524	
Total Migrants	17,470	2,886	4,640	24,996	

TABLE 4.3 (Continued)

Major Occupational Group	1969				
	U.S.	CAN.	U.K.	Total	%
Professional, Technical & Related Occupations	1,704	351	-	2,055	14.3
Administrative, Executive & Managerial	176	40	-	216	1.5
Clerical	1,360	571	-	1,931	13.4
Sales	161	110	-	271	1.9
Craftsmen	1,610	453	-	2,063	14.3
Other Skilled	1,880	320	-	2,200	15.3
Semi - and Unskilled	4,917	604	-	5,521	38.3
Unclassified	-	-	145	145	1.0
Total Workers	11,808	2,459	145	14,412	100.0
Dependents	5,139	11,430	2,554	9,123	
Total Migrants	16,947	3,889	2,669	23,535	

Source: Jamaica, Information Service, *The People of Jamaica*, 1973.

children, especially in rural areas, who were denied both the benefit of the Common Entrance Examination and the 70 percent allocation of Free Places to elementary schools. The junior secondary school was also a gradual move from the competitive Common Entrance Examination and was devised to make education a unifying rather than a stratifying force since it would open the best education of the country to every child, and lack of wealth would in no way handicap or frustrate a child's education.[1] Junior secondary schools provided for participation in economic development, and would help to better the living conditions of the people. The importance of the philosophy shown in the 'New Deal' was that the necessity to educate people, to extend their educational horizons and raise their general education standards was as urgent as it was compelling. The 'New Deal' invalidated the colonial philosophy which allowed the monopoly of secondary education by the ruling class.

A message from Mr. Allen, conveyed in a Ministry of Education booklet in 1968 emphasised the new philosophy further. In the message Mr. Allen was contemptuous of the fallacy that:

> the only good form of education is one that leads to a white collar job...(since) the economy of Jamaica is being rapidly diversified and...agriculture is demanding more scientific knowledge and highly trained skill.[2]

This was Mr. Allen's method of promoting the junior secondary schools which were expected to give more intensive training in Vocational courses, than did the former senior schools. Continuing, Mr. Allen stated that the majority of the unemployed were persons who possessed neither highly developed skills nor a sound general education. He emphasised that the educational system should stop educating for unemployment.[1] The foregoing statement insinuates that the new philosophy was to stress Vocational Education in addition to establishing a system of non-competitive entrance into secondary schools.

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[1] Jamaica, Ministry of Education Publications Branch, Technical and Vocational Education in Jamaica, 1968, p. 4.

[2] Ibid., p. 3.

Since the absorption of senior school graduates and eventually the junior secondary graduates into industry would pose some problems, the government, assisted by George Scott of the Ministry of Education, attempted to establish a kind of Vocational Guidance. George Scott, as Guidance Officer, set up a Vocational Guidance Committee in 1963, to find out a formula for establishing an island-wide Vocational Guidance Programme. The Committee maintained cooperative relationship with, and between various agencies which included the Jamaica Industrial Development Corporation, the Jamaica Union of Teachers, and the Jamaica Manufacturers' Association. The progress of this Pilot Scheme[2] was retarded by inadequacy of manpower research, lack of suitable test material, and insufficient occupational information. When George Scott resigned in July 1964, the Pilot Scheme was temporarily abandoned and certain aspects of it were left to the Planning Unit. But with the Planning Unit, the personal touch was lost, since the Planning Unit was mainly concerned with children as a group, and not with the child as a member of a group.

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[1] Ibid., p. 4.

[2] Through the assistance of Ford Foundation, a Child Guidance Department was formed in 1959. By 1961, the end of the first phase of the programme was in sight and consolidation had begun. Dr. Helen Powell of the United States who had come to inaugurate the programme left the island in 1962, and was succeeded by George Scott and Trixie Grant, Jamaicans, who had done observation in this field, in the United States. Workshops and staff conferences were resorted to, to consolidate the programme started in 1959, in 96 schools. Emphasis was placed on techniques in understanding the needs of the child and helping him to solve his problems, and Cumulative Progress Record folders were distributed to entry classes in elementary and secondary schools. A Guidance Library was established, newsletters were circulated, and the Guidance Officers made follow-up visits to participating schools after each conference or workshop. An attempt was made at simple Vocational Guidance, and, through this department the government became aware that the child's needs should be considered at an early age. This awareness prompted the government to pay more attention to Basic and infant schools. Jamaica, Ministry of Education, Annual Report, 1962, (pp. 29 - 30) and Jamaica, Ministry of Education, Annual Report, 1963 - 64, p. 24.

An experimental scheme to offer Correspondence courses to senior elementary school leavers[1] who wished to study further for the Jamaica Certificate of Education (JCE)[2] was introduced by the Ministry of Education in 1962 as part of the new policy. Supervision and guidance is the use of study materials were given to the students by the Head-Teachers, or through an appointed teacher, as well as through visits by the Education Officer. Students in All-Age schools taking the course, remained in school and occupied a part of the classroom either at the back or at the side. Thus by the addition of a few desks or benches a number of pupils were kept on at school engaged in study. Difficulties were encountered in offering a sufficient number of courses in the Pilot Scheme. A survey course on the History of English Literature was withdrawn when found unsuitable for the students. New courses in Literature,

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[1] These were pupils who had attained the age of 15, and had not entered Grammar or Technical schools. Even after the junior secondary schools were established, some students at age 12 - 15 had to remain in the senior department of All-Age schools which catered for 12 - 15 year olds. This was either due to lack of accommodation in the junior secondary schools, or because there was no junior secondary school in the area.

[2] This was to replace the Jamaica Local Examination or Upper Elementary Examination. The curriculum of the JCE includes Commerce, Home Economics, and Agriculture. While a student can take single subjects in the JCE and obtain credits, in the Jamaica Local Examination the student had to pass the 9 or 10 subjects in one examination in order to obtain credits. The JCE is an Objective type of examination while the Jamaica Local was an Essay type of examination.

Health Science and Civics were neglected because of staff changes and lack of suitable writers to draw up the course. Such difficulties caused the students' interest to wane. In 1963 about 300 students and 40 schools were involved in the Scheme. The courses were originally designed for the Jamaica Intermediate Certificate which did not materialise, and due to lack of skill in indigenous people to prepare Correspondence courses, progress was slow. Involved in the Scheme were twelve tutors many of whom lived out of town, and were employed as full-time staff in either secondary schools or teacher training colleges. The extra work for the tutors, and their distance away from Kingston did not impede speed, standard of marking or the quality of service.

After a decade of Independence, in 1972, there were many improvements. There were commodious well-equipped school buildings, good sanitary arrangements in the schools, better leave facilities for teachers, higher salaries and greater stress on teachers as professionals. The educational system had displayed that it had some objective. The junior secondary schools displayed a curriculum which included Vocational and Academic subjects such as: English, Mathematics, Spanish or French, Music, Social Studies, Home Economics, Religious Knowledge, Art and Crafts, Industrial Arts, and Physical Education. The elementary schools continued to be feeder schools for the junior secondary schools or junior secondary departments as is shown in Figure 3.

In his message in 1972, Mr. Allen stated that:

> we are one step further--we are gradually eliminating, the distinction between Technical and Vocational education...Gone are the days when Technical Education was considered inferior to Academic Education.[1]

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[1] Jamaica, Ministry of Education Publications Branch, Technical and Vocational Education in Jamaica, 1972, p. 6.

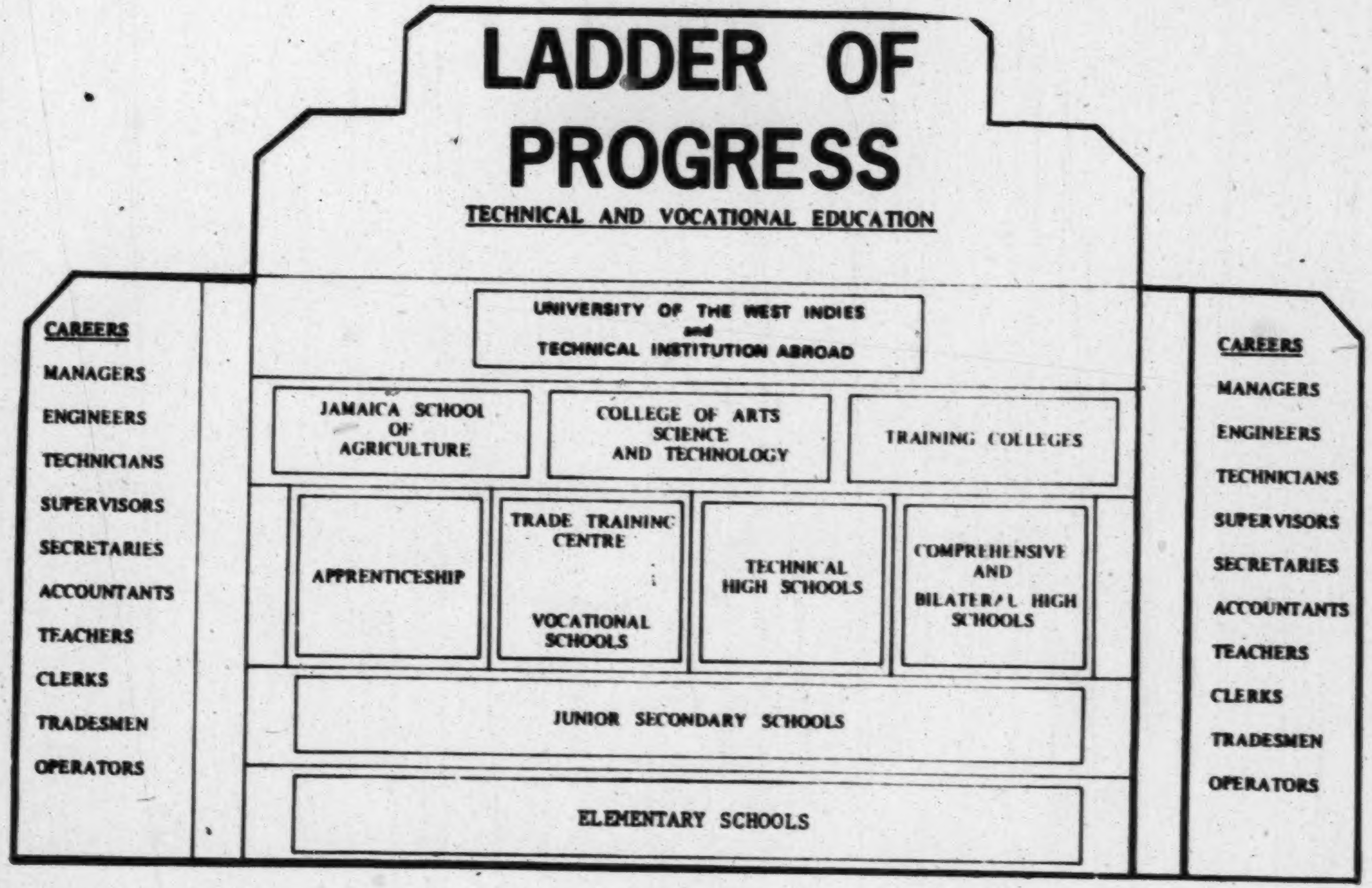
LADDER OF PROGRESS
TECHNICAL AND VOCATIONAL EDUCATION
CAREERS
MANAGERS
ENGINEERS
TECHNICIANS
SUPERVISORS
SECRETARIES
ACCOUNTANTS
TEACHERS
CLERKS
TRADESMEN
OPERATORS
UNIVERSITY OF THE WEST INDIES and TECHNICAL INSTITUTION ABROAD
JAMAICA SCHOOL OF AGRICULTURE
COLLEGE OF ARTS SCIENCE AND TECHNOLOGY
TRAINING COLLEGES
APPRENTICESHIP
TRADE TRAINING CENTRE
VOCATIONAL SCHOOLS
TECHNICAL HIGH SCHOOLS
COMPREHENSIVE AND BILATERAL HIGH SCHOOLS
JUNIOR SECONDARY SCHOOLS
ELEMENTARY SCHOOLS
CAREERS
MANAGERS
ENGINEERS
TECHNICIANS
SUPERVISORS
SECRETARIES
ACCOUNTANTS
TEACHERS
CLERKS
TRADESMEN
OPERATORS

Figure 3

Source: Technical and Vocational Education in Jamaica, 1972, p. 6.

Mr. Allen further stated that the school-leaver with good technical skills is more highly paid than one with comparable ability in academic subjects. Mr. Allen's statement subtly agrees with the old Chinese proverb which states that, "it takes a single step to walk a thousand miles". He was also hinting that this first step was most important. This 'one step further' indicated that the educational system had made a start towards bringing social reality to underprivileged Jamaicans. Prior to Mr. Allen's departure from the Ministry of Education in 1972, there were over fifty-three junior secondary schools in the island catering for an enrolment of 79,000 pupils. Many of the junior secondary graduates were in teacher training colleges obtaining professional education, and his ambitious target of graduating 1,000 teachers per annum was nearly attained in 1969, as a result of the Teacher Internship Programme. Furthermore, he had opened the door to secondary education for many more children as a result of the non-selective admission policy to junior secondary schools.

However, Edwin Allen's policies did not maintain universal acceptance in Jamaica, and criticisms were particulary directed at his junior secondary schools. Some critics maintained that junior secondary students were neither able to read nor write, while others felt that a better plan could have been adopted through the expansion of elementary schools. One tends to agree with the latter criticism because junior secondary schools represent the upper level of elementary schools, and have only replaced senior schools which once fulfilled this purpose. Furthermore, some junior secondary graduates might entertain misconception that they are well educated, having finished junior secondary school as a terminal educational institution, and might refuse to do work for which they are equipped. Junior secondary schools might have met the approval of all Jamaicans had it not been planned that they offer pre-vocational training only. This is probably why Florizel Glasspole[1] on his return to office in 1972, as Minister of Education, under Michael Manley as Prime Minister[2] stated that junior secondary students would have to be given two more years of schooling. Of course, one can also say that this is an excellent way of delaying the unemployment or, under-employment crisis until the age of 17 though Glasspole's statement was strongly supported by the new Prime Minister.

When Glasspole assumed duties he cited a growing crisis in education. In summary, this crisis was: a shortage of teachers, failure of the schools to turn out a sufficiency of students to fill vacancies which existed in Commerce, Industry and Agriculture, a teacher-pupil ratio of 1:60 in the elementary schools, plus the imminent withdrawal of Jamaica from recruiting teachers from abroad. In August 1972, Mr. Glasspole stated that the government's policy is to achieve an adequate supply of teachers in "quality and quantum" through the improvement of the quality of teacher-education. Toward this end, he had appointed a working group consisting of officials from the Ministry of Education who would liaise with the Jamaica Teachers' Association, the Institute of Education and Principals of training colleges.[1] Glasspole had also found a crisis due to the shortage of middle manpower such as secretaries and Vocational Education teachers, because the best educated were reluctant to undertake technological and managerial functions.

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[1] Glasspole's term of office was short as he became Governor-General designate in 1973 and was succeeded by Eli Matalon.

[2] Michael Manley who became Prime Minister of Jamaica in 1972, is the son of the former Norman Washington Manley, founder of the People's National Party, and former Chief Minister of Jamaica in 1955 - 59. Michael was registered as an undergraduate student at McGill University in 1942 for two weeks after which he joined the Canadian Air Force as a volunteer. He left the force in 1945 and returned to Jamaica. In 1946 he entered the London School of Economics and Political Science where he received an Honors Degree (B. Sc.) in 1949. During his year of Graduate work in 1950, he did a study in "Contemporary Political Developments in the Caribbean". He worked for the British Broadcasting Corporation until 1951 when he returned to Jamaica. In 1955 he became island supervisor of the National Workers' Union. He was appointed Senator in 1962 and in 1969 became leader of the Peoples' National Party, on the resignation of his father. In 1972 he led the Party to victory over the Jamaica Labour Party.

In an address given to a group of teachers from the United Kingdom on 22 October 1972, Mr. Glasspole made reference to many educational problems which Jamaica was still facing. The problems for example were, the 'shift system' resorted to due to shortage of accomodation, the discontinuance of the education of 15 year olds due to lack of financial resources, and poor teacher education.[2] As Governor-General designate on 20 June 1973[3] Mr. Glasspole recognised the inevitability of the 'shift system' and urged the maximum use of school buildings. His statement suggested maximum utilisation of school buildings as an avenue to providing more and better education for the elementary school children, particularly the 15 year olds. It is with this idea in mind that Mr. Wesley Powell, Principal of Excelsior School had initiated the highly applauded 'Excelsior Plant'. Apparently the 'shift system' has resulted from population explosion in the country. Mr. McNeil, Minister of Health discussing the population growth mentioned that the birth rate was 34.4 per 1,000 in 1970. There was an average increase of 1.46 percent per thousand per annum between 1960 and 1970,[1] and in 1971 there were 34.9 births per 1,000.[2] The 'shift system' has not therefore solved the problems of accommodation in the schools as the following excerpts illustrate:

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[1] Interview with Mr. Florizel Glasspole, Ministry of Education, Kingston, Jamaica, 22 July 1972.

[2] The Daily Gleaner (Kingston), 22 October 1972.

[3] The Daily Gleaner (Kingston), 20 June 1973.

> Problems of over-crowding and a shortage of furniture and equipment, and other short-comings were matters of concern at several Montego Bay area elementary schools when they re-opened for the Easter term 1973.[3]

Also, in the Constituency of Mr. Allen the former Minister of Education:

> (at) Mount Providence...(they) have complained that the school is over-crowded (and)...not even proper seating accommodation can be found. The school is reported to have accommodation for over 200 pupils and over 400 are attending.[4]

At Granville near Montego Bay, there were similar problems:

> at the beginning of the 1971 - 72 school year, a new two-storey concrete structure built to accommodate an overflow of children in St. James, with seating accommodation for only 510 had a crash enrolment of 800.[5]

At Providence School in the corporate area, the conditions were particularly poor and unhealthy. Facilities were so inadequate that classes were held in a cemetery.[6] The school was constructed to accommodate 500, but the enrolment had increased to 1,800.

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[1] Jamaica Information Service, The People of Jamaica, 1972. p. 3.

[2] The Daily Gleaner (Kingston), 26 July 1972.

[3] The Daily Gleaner (Kingston), 26 September 1973.

[4] Ibid.

[5] The Daily Gleaner (Kingston), 1 July 1973.

[6] Providence is a Government-Rented school. The buildings are owned by the Methodist Church. It is the custom for all churches in Jamaica to have a cemetery on their premises where deceased church officers can be buried. As a Lecturer at Shortwood Training College in 1967, the writer visited Providence School to supervise student teachers, and saw classes being held in the cemetery. It is surprising that conditions have remained the same over the past six years.

Since problems of this nature do not mushroom, one tends to think that either the Planning Unit lacked foresight and failed to use adequate means to survey population trends in constructing buildings, or that the educational expansion programme was far too ambitious for a developing country with very limited resources. Perhaps Glasspole had even greater proof when he stated that there was lack of top-level Administrative staff in the Ministry, and that the Planning Unit was non-existent.

The teachers voiced their opposition to the conditions of overcrowding, after the Easter holidays in 1973. At Providence, 41 protesting teachers stopped working, and others posponed the re-opening of school after the holidays.[1]

Mr. Glasspole's reference to the deplorable conditions of teacher education implied that the two-year in college and one-year internship were undesirable. In a speech in 1972[2] he expressed the conviction that a return to the three-year intramural training was essential. But John Searchwell out-going president of the Jamaica Teachers' Association, discussing the shortage of trained teachers in the island, said that in the elementary schools only fifty percent of the teachers are trained professionally, and there was hardly a secondary school outside Kingston which would not function as an elementary school if all expatriate teachers decided to leave. A statement made by Mr. Glasspole on 13 December 1972, sanctioned Searchwell's observation:

> Presently untrained teachers number 4,317 (and) are almost equal in number to the 4,358 trained teachers. This is not a good picture for a country where the educational programme is a priority. The

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[1] The Daily Gleaner (Kingston), 30 April 1973.

[2] The Daily Gleaner (Kingston), 26 July 1972, p. 12.

> country can only boast independence when it...provide(s) its own teachers in quality and quantum.[1]

Accordingly, Glasspole proposed measures to produce 1,600 to 1,700 teachers annually. These were, the establishment of another teacher training college[2] in the western part of the island, and a junior college affiliated to the University of the West Indies. Eli Matalon who succeeded Glasspole as Minister of Education in March, 1973[3] suggested a method of In-service training for pre-trained teachers (illustrated in Table 3.1), who, through this type of training would eventually qualify as certificated teachers.[4] Six hundred pre-trained teachers would be involved in the workshop which would be held for the first time between 9 and 20 December 1973. They would attend that workshop for four successive years at Mico College and this would represent on-the-job-training. The stages of the workshop would be firstly, regular weekly seminars, and secondly, practice in using Teaching Media. The pre-trained teachers who would obtain priority would be those who had given continuous service, and those who had failed in a teacher training college. The elements of the programme would be geared towards elementary school teaching and participants in the workshop would take the following:

(a) A study of the school curriculum and teaching the subjects to elementary grades.

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[1] The Daily Gleaner (Kingston), 13 December 1972.

[2] The existing teacher training colleges are: Mico, (Kingston); Shortwood, (Kingston); Caledonia Junior, (Kingston); Bethlehem, (St. Elizabeth); Mandeville, (Manchester); and Moneague, (St. Ann).

[3] Glasspole became Governor-General designate in March 1973, to succeed Hon. Clifford Campbell who had retired.

[4] The Daily Gleaner (Kingston), 7 November 1973.

(b) Compulsory study of Religious Education, General Science, English, Mathematics, and Principles of Education.

(c) Optional subjects would be: Music, Spanish, Physical Education, and Art and Crafts.

The teaching of the participants in the Workshop would be supervised and evaluated continously, and approval and recommendation of their certification would be decided on jointly by the University of the West Indies and the Board of Teacher Training. During the four-year period, there would be continous contact teaching. The teaching media to be used to instruct the trainees would include Cassette Programme, Correspondence Course, Workshops, and Week-end Seminars. Eventually, two centres, one at Mico College and another at Morant Bay would be established.

The Prime Minister mentioned yet another method. This would be through the National Volunteer System,[1] whereby the government would give encouragement to 1,000 students in their '0' level year to give two years of voluntary service as teachers in the elementary school. Such volunteers would be given a three-week intensive course in basic teaching. At the end of the volunteers' two-year period of teaching the volunteers would have earned 75 percent of the credit toward basic certification. Each volunteer, during the period of service, would be paid $7 per week for personal allowance, $10 per week for board and lodging and five instalments of $50 each for a six-month period, to cover cost of clothing, transportation and other expenses. Through the Volunteer Service the Prime Minister hoped that a massive programme of extended educational facilities at the elementary level would develop. As of September 1972, students at the 'O' level standing in secondary schools were encouraged to take a course of training in educational method, in preparation for participation in the Volunteer Service.[1]

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[1] News of Jamaica, (May, 1973), a monthly pamphlet issued by the office of the Jamaica High Commissioner, Ottawa, Canada.

It is expected that with volunteer help, In-service training of pre-trained teachers, and expansion of teacher training colleges, all educational ills in Jamaica would be arrested. But one tends to feel that the volunteers, and the participants in the In-service Workshops will only increase the number of adults in the elementary schools. There is no proof that the elementary system will improve on an island-wide basis, or that the opportunities of the working class child will be greater. The 'quality' of teachers which Glasspole was aiming at as Minister of Education, will pass through the backdoor and 'quantum' another of his aims will uselessly predominate. These suggested types of teacher education are indeed poor substitutes for the much criticised Teacher Internship Programme. Pre-trained teachers working towards external qualifications will in no way restore education to professional educators as is desired by Eli Matalon.[2] One can hardly talk about concentrated attention to teacher training, teacher education programme reforms, and maximum emphasis on elementary education to avert disaster of the educational system[3] if the preparation of the teachers who should help to 'avert disaster', is itself shoddy. To abandon the Teacher Internship Programme is to take a retrograde step and to throw the 'baby out with the bath water'.

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[1] The Daily Gleaner (Kingston), 9 May 1973.

[2] The Daily Gleaner (Kingston), 31 October 1973.

[3] The Daily Gleaner (Kingston), 20 June 1973.

On 27 June 1973[1] the Prime Minister discussed the current egalitarian philosophy of education. In summary, he pointed out that education must push back barriers to social and cultural change, and foster national pride as it aims at effective citizenship. Education must eradicate discrimination between child and child, and must recapture the 'dropout'. Matalon as Minister of Education supported the Prime Minister's statement by pointing out that the Common Entrance Examination with its 70:30 policy, the junior secondary policy and the Fee-paying policy all bolstered discrimination of child against child. He asserted that the egalitarian is the best policy, accompanied by efforts to make the school experience enjoyable. One tends to feel that both Eli Matalon and the Prime Minister were making such statements to support the declaration of a policy of free education from elementary to university level, in May 1973.[2]

Mr. Matalon supports the notion that the egalitarian approach rejects regimentation, emphasis on memorisation, and undue adherence to textbook material. It upholds critical thinking due to the fact that modern technological and industrial society requires a diversity of talent and the fullest and highest degree of human excellence. Indication of Mr. Matalon's support is seen in his statement that:

> Some people are traditional and regard the end-products of education in terms of subjects passed rather than the person whose development has fitted him into the society culturally and economically.[3]

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[1] The Daily Gleaner (Kingston), 27 June 1973.

[2] University graduates who obtain free education will be obliged to give free National Service for a period of five years.

[3] The Daily Gleaner (Kingston), 31 October 1973.

Mr. Matalon was insinuating that examination of the criteria which determine the entry of children to certain stages of educational process was essential. He considered 'creaming' and 'streaming' in terms of aptitude, artificial cut-points to egalitarianism, and the 'pass' 'fail' mentality he thought, should be abolished. The Prime Minister, in January 1973, referred to the fact that 16,000 children at the age of fifteen had to be taught skills through continuing education. At the same time the Prime Minister deprecated the 'one shot'[1] examinations, because they were not a fair and proper measure to apply to the worth of potential adults. 'One shot' examinations, the Prime Minister contended were against the egalitarian motto, 'Out of Many One People'. What the educational system needed to do, according to the Prime Minister, was to emphasise self-confidence and the right attitude to work. The abolition of such examinations would alleviate social unrest and would decrease the unemployment rate. Seventeen percent or 46,000 Jamaicans[2] were unemployed at the time. One can see students getting a fairer chance if they are assessed continously, but there must be some criteria to measure achievement, hence continuous assessment instead of 'one shot' examinations seems a reasonable recommendation.

In an effort to extend his idea of egalitarianism, the Prime Minister has offered free uniform material to pupils in elementary and

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[1] The abolition of 'one shot' examinations was recommended by Mrs. Fay Saunders, Mr. Ross Murray, Chief Education Officer at the Ministry of Education, Mr. Patrick Grant, Principal of the Jamaica School for the Mentally Handicapped, and Mr. Edwin Allen during private interviews held by the writer in Jamaica, July - August, 1972. 'One shot' examination means that the student has to pass all subjects taken at one sitting in order to earn a certificate. A failure in one subject means that he has to repeat the entire examination.

[2] The Daily Gleaner (Kingston), 7 July 1972.

All-Age schools. This gesture is the only fair way towards instituting compulsory education, though in September 1973, it was expected that 119,000 pupils would be receiving uniforms free of cost.[1] In justification of his gesture, the Prime Minister stated that we are committing tremendous resources to eradicate illiteracy, and to create a society based on merit rather than wealth or privilege. This society should be one in which the weakest are sustained by the strongest.[2]

Another method of promoting egalitarianism has been brought about through the extension of the Meals Programme. On 9 April 1973, the Prime Minister announced that the government in association with a United States organization, APA Services Incorporated has planned a gigantic School Luncheon Centre[3] having a capacity:

> to feed 50,000 pupils in the Corporate Area. The project will distribute protein-packed patties and milk to about 10,000 pupils daily, but the projected feeding has been set for 50,000. Plans were being made for rural areas.[4]

Financial assistance for the extensive education programme planned jointly by the Prime Minister and the Minister of Education, has been given by local as well as overseas agencies. On 20 September 1973 'Alpart' a Bauxite Plant in Jamaica made a contribution of $10,000. In making the donation, 'Alpart' stated that:

> We feel that the Bauxite industry and in particular 'Alpart' have a future in (Jamaica), and that by working in partnership with you, in the development of your human resources, we stand to benefit from the development.

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[1] News of Jamaica, May 1973.

[2] The Daily Gleaner (Kingston), 8 August 1973.

[3] This Centre is new, though school meals were being served from 1946, not as many as 50,000 children were fed in the Corporate Area.

[4] The Daily Gleaner (Kingston), 9 April 1973.

Alpart's gesture is not the first of the kind from the Bauxite industry. From the inception of Bauxite companies in Jamaica, they have been sponsoring voluntary schools on their estates, to educate children of their employees. Another grant was the sum of $6,000 Can. received from UNESCO. This sum received by the Jamaica National Commission was to be used toward science teaching, and the purchase of science equipment for some schools. Thirdly, through the World Bank Loan, the government was able to allocate an additional sum of $2,000,000 to the Ministry of Education to meet the cost of expansion of its services.[1] On the local side, David Coore, Minister of Finance, announced additional taxation to bring about $26 million to close a gap of $17.9 million, and the surplus of $8 million he hoped would take care of free education.[2]

In the government's effort to expand education, the Minister of Youth, Dr. Douglas Manley, the Prime Minister's elder brother, has launched a Literacy Campaign and in July 1972 he advertised for the assistance of 40,000 volunteer teachers to assist in eradicating illiteracy. Figure 4 shows one advertisement. The Minister in launching this campaign used the slogan 'Each one, Teach one', which his father used in 1955.[3] He felt that such a campaign is necessary because forty percent of the population over fifteen years of age are illiterate. On 12 September 1973 the Prime Minister pointed out to what extent this forty percent are illiterate:

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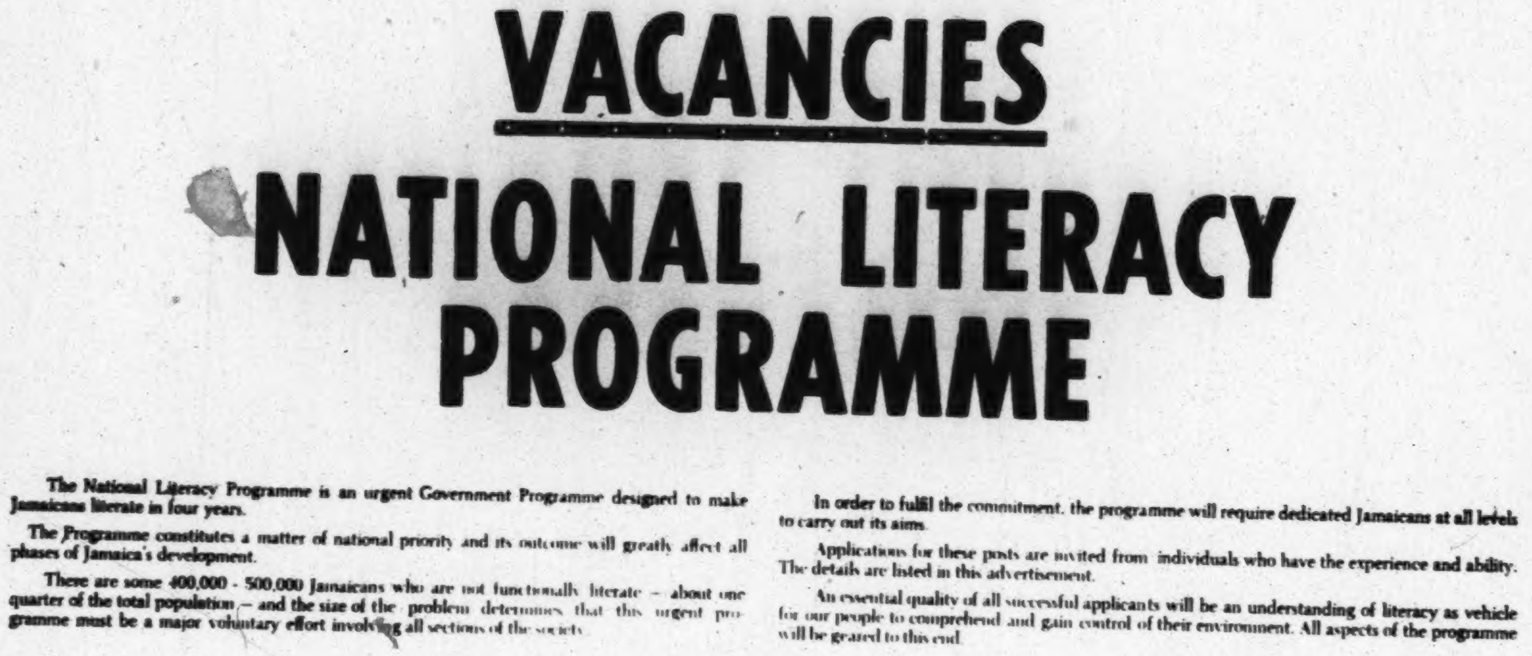
[1] News of Jamaica, May 1973.

[2] Ibid.

[3] This slogan was copied from Dr. F. Laubach who on the invitation of the Jamaica Christian Council visited the island in 1943 to inaugurate an island-wise Literacy Campaign. Jamaica, Education Department, Annual Report, 1943, p. 2.



VACANCIES

NATIONAL LITERACY PROGRAMME

The National Literacy Programme is an urgent Government Programme designed to make Jamaicans literate in four years.

The Programme constitutes a matter of national priority and its outcome will greatly affect all phases of Jamaica's development.

There are some 400,000 - 500,000 Jamaicans who are not functionally literate – about one quarter of the total population – and the size of the problem determines that this urgent programme must be a major voluntary effort involving all sections of the society.

In order to fulfil the commitment, the programme will require dedicated Jamaicans at all levels to carry out its aims.

Applications for these posts are invited from individuals who have the experience and ability. The details are listed in this advertisement.

An essential quality of all successful applicants will be an understanding of literacy as vehicle for our people to comprehend and gain control of their environment. All aspects of the programme will be geared to this end.

Figure 4

Original Advertisement taken from The Sunday Gleaner, 20 August 1972

> inability to read signs, news, notices, correspondence, instructions, laws, contracts, conditions, the whole range of written communication that are an essential part of our moral social intercourse.

Such a handicap, the Prime Minister observed, condemns the individual to an area of darkness. Once again, the Jamaica Social Welfare Commission is of great assistance as its Literacy Officers teach along with the volunteers. Also, Radio and Educational Television are much used.

The many efforts that are being made by the Ministry of Education have not ignored the importance of Agricultural Education as a vital organ in improving the island's resources. A discussion by the Minister of Education on 8 August 1973 revealed that good prospects are in store for Agricultural Education. The Minister said that:

> The policy of the Ministry of Education at present is to extend the educational programme, by increasing the number of teachers and supervisors, and to extend farms attached to schools. In the next two years the present number of 14,000 students should increase either to 20,000 or 25,000. Graduates from the JSA (Jamaica School of Agriculture)...will reinforce the Agricultural teachers.[1]

In order to achieve this aim, the Ministries of Education and Agriculture will co-operate to secure the establishment of properly suvervised co-operative farms for youngsters desirous of entering an Agriculture career. The priority to be given to Agricultural Education is in keeping with the national emphasis on human development, and agricultural production. What is more, when the island's economic aspirations are balanced against the educational requirements, agriculture has a vital part to play. Minister Matalon has stated that if the system is educating for manpower requirements, or for emphasising agricultural production, then Agricultural Education must play an important part in the

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[1] The Daily Gleaner (Kingston), 8 August 1973.

National Educational Programme.[1] Agriculture can now be taken as a subject in the school leaving examinations since Agricultural Education has been established in elementary schools. The Minister of Education commended the previous government[2] for the emphasis placed on Agricultural Education for the last three years, since some 14,500 pupils were taking agriculture. Those pupils were nearing the stage where on leaving school, agriculture could be considered as one of the areas in which they could obtain further education. It seems though that there was yet much to be done, because Mr. H.L. Roper[3] of the Jamaica Livestock Association said that farm labour is becoming more difficult to get as young people refuse to work. This is probably an implication that there is a very low level of efficiency on small farms of five acres since they are difficult to cultivate, and so youngsters refuse to work on farms of that size. This discouragement in rural agriculture is what encourages the youngsters to trek from rural to urban areas. Of course, this is a problem for the government to solve. It simply means that better skills must be taught the youngsters within their rural community. Skills that will stem rural migration and provide a way of life and a level of economic activity which will solve need for housing, food, employment, and the problem of underemployment.

The Prime Ministers' Budget Debate speech of 2 May 1973 (Edited from the Hansard) has suggested the problems that need urgent solution:

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[1] Ibid.

[2] Within the past decade, the previous government had provided Agricultural Education in six Technical Schools and fifty Junior secondary Schools. These included the Kingston Technical School, Dinthill, Holmwood, and Knackalva which were all established in the Colonial period.

[3] *The Daily Gleaner* (Kingston), 22 August 1973.

> Right now 60,000 children at the age of 6 are in an educational system that can only supply at 15 a passport to further training to 9,000 people each year...50,000 of them face a hostile world... dominated by modern technology. 50,000 of them come out of the desparately crowded elementary schools...if they learn anything, it is by sheer assiduousness because of the overwhelming pupil-teacher ratio. The classrooms are over-crowded. The children come from slums...there is no mother to give economic security or help with their school work. At 15 they leave school, with little training and no skill...41,000 face a blank wall of unemployment...lack of housing, lack of adequate pay for teachers - all these things, this country is at war with poverty.[1]

The Prime Minister's speech sums up tersely, the situation in elementary education, and the conditions under which the children live and learn in 1973. Since many Jamaicans firmly believe that education can mobilise forces against poverty if it fulfils the objective of being a unifying rather than a stratifying force, and that functional education can enable each citizen of Jamaica to participate in the island's social, political, and economic life, then the slum conditions and the economic insecurity of the elementary children are monstrous problems and are yet to be combated by the government. Other existing problems are, overcrowding in the schools and high pupil-teacher ratio derived from rapid population increase which attempts at Birth Control have not yet solved. These problems however have not overshadowed the progress made in elementary education in the post-Independence period. In considering the progress of the post-Independence period, one may include the following: the unification of the Teachers' Associations, and the cooperation of the Jamaica Teachers' Association with the Ministry of Education in Professional Development; the establishment of a Planning Unit by the Ministry of Education, which made Educational Planning a reality; the stress on Vocational and Technical Education which bolstered the fact that there should be no strict dichotomy between Technical and Academic Education; attempts at Vocational Guidance in the schools, and cooperation between the Ministry of Education and Ministry of Youth towards eradicating illiteracy.

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[1] Jamaica, Parliament, Budget Speech Debate (Gordon House) 1973 - 74, edited from the Hansard, 2 May 1973, pp. 18 - 19.

CHAPTER FIVE

OVERVIEW, THE PRESENT, THE FUTURE.

This study has investigated the problems and progress of elementary education in Jamaica for the period 1838 - 1973, and has related such problems and progress to social, economic, political and demographic factors. For the purpose of this thesis, the years 1838 - 1944 are regarded as the post-Emancipation or Colonial period, the years 1944 - 1961 as the pre-Independence period, and the decade 1962 - 1973 as the post-Independence period, since Jamaica gained political independence in 1962.

In the course of this study, three different ideologies each associated with a particular historical period have emerged. The elitist ideology was associated with the Colonial period. Education then reflected the dominant interest of the ruling class and while elementary education was terminal for a large majority of the negroes, upper - and middle-class children went on to secondary schools, as their parents controlled politics and the economy, and they were being prepared to follow their parents' vocation. Such pattern of stratification within the educational system provided very little upward mobility for the working class child since his potential remained unexploited and he was thus being prepared to live marginally with an inferior status.

Though the missionaries who started schools had good intentions, their work in the post-Emancipation period failed to assist the poor to obtain the skills necessary for participation in the economy above the level of common labourer. The missionaries were desirous of winning the souls of the natives and to train them so that they could propagate the gospel, and so in the schools they offered academic-oriented subjects. This academic-oriented curriculum helped to sow the seeds of apathy toward practical education, and aided in bolstering the opinion that manual labour was demeaning. Furthermore, the negroes having been exploited as agricultural labourers, had little desire to take on an Agricultural vocation. They had come to entertain the idea that elite status was obtained through humanistic learning since the power elites were people who had succeeded academically within the educational system. To the negroes then, an academic-oriented education offered prospects of departure from chronic poverty, material inadequacy, and social dislocation since it was the book learning of the European that had been used against them to establish the inferiority-superiority relationship. The planters were however suspicious of the motives of the missionaries in offering an academic-oriented education and blamed the missionaries for offering a type of education which gave no protection to agriculture, but instead, created a peasantry unfit for labour. The motives of the planters were, to retain the negroes as field labourers and thus keep them in a servile and dependent status.

Had the missionaries been successful in training the negroes for an agricultural life they would have had no lands on which to practise agriculture successfully because land was usually too fragmented and relatively inferior or steep for the poor, and absentee proprietors refused to sell their good land to negroes. Had the negroes taken up Agriculture as a vocation then, they would not have risen to a higher level position on the plantation since phenotypic characteristics decided social status on the plantation.

The lack of interest and the absence of incentives in agriculture, added to the impracticality of the academic-oriented education did not equip the negroes for higher-skilled jobs in industry, commerce, agriculture, or the civil service. Instead, there was mounting unemployment in the urban areas, as the Commission Report of 1879 has attested. This unemployment forced the emigration of farm labourers between 1891 and 1921.

Though enlightened in many respects, the Commission Reports tended to blame low output and the dysfunctional education on the quality of the teachers, and on the failure of the schools to provide practical and technical subjects in the curriculum. No Report, prior to the Hammond Report (1930), considered that malnutrition, poor health service, and lack of playing facilities were factors which could lower learning potential.[1] Similarly, no Report considered the difficulties of social integration in a country where planters retained the old attitudes of superiority, and where the labourers were still devoid of incentives toward upward mobility.

Two incidents of the Colonial period brought about social, political, and economic change. These were, the Morant Bay Rebellion of 1865, and the general waterfront riots of 1938. It was with the Morant Bay Rebellion that the founding of a proper system of education began,[2] and the disturbances of 1938, aroused increased interest of the relations between the school and the community since Parent-Teachers' Associations began to become popular.[1] Edith Clarke[2] has regarded the year 1938 as the beginning of a new phase in social and political development in Jamaica as that was the year when a labour movement aggressively expressed the needs of the working class, and turned public interest to matters of work, wages, poverty, and unemployment. At that time, the white group of the population formed a small apex, while the black group formed a broad base, and while 98 percent of the black group had only elementary education, only 37.9 of the white group had attended public elementary school.[3] Philip Sherlock[4] has stated that the year 1938 opened the way to equality, and opportunity, and was responsible for the most important change in the minds of black Jamaicans, but despite this change, the colonial attitude of the metropole lingered until 1958 when indigenous administrators replaced expatriate and Florizel Glasspole implemented the National Plan (1957 - 1967). Prior to the implementation of this Plan, the social groups black, brown and white maintained the traditional class structure, and were differentiated by economic status, social status, education, family organization, and conjugal condition.

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[1] After the Hammond Report was published, it was discovered that forty percent of the children in Kingston were undernourished. Jamaica, Department of Education, *Annual Report, 1936*, p. 16.

[2] Jamaica, Education Department, *Annual Report, 1950*, p. 3.

Universal Adult Suffrage in 1944, granted the franchise to all over the age of 21, and the members of the black population earned the privilege to use their vote as a powerful weapon to put politicians under duress to press for legislation in favour of the masses. Universal Adult Suffrage loosened the class structure and lessened rigid stratification within the educational system. The society was gradually changing from the elitist to populist ideology and the school was mirroring society. The change in society as well as in education was reflected in the Common Entrance Examination, first held in 1958, which opened the doors of secondary schools to all elementary school leavers on the basis of merit and not of birth. It also broke down the 'colour bar'. Legislation in favour of the Common Entrance Examination was opposed by the brown and white sectors of the population who wanted to maintain the status quo, since until 1957, secondary schools maintained their independence in the choice of pupils and only a small number of scholarships were awarded to children of poor families. The Common Entrance Examination was introduced by indigenous politicians who replaced British administrators between 1950 and 1954. Wendell Bell[1] has stated that the replacement affected tempo, direction, and the content of future social, political and economic change,since up to 1940 only twenty percent of elementary school leavers[2] went to secondary schools. The amount spent on implementing the Common Entrance Examination ought to be regarded as an investment since it did serve both to recruit and train more people to fill positions in the secondary and tertiary sectors of the economy. It is however regrettable that the big objectives for Technical and Agricultural Education remained unfulfilled and Agricultural Education was obliged to remain in the background since neither All-Age schools and their senior departments nor senior schools were giving adequate training at the pre-vocational level.

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[1] Jamaica, Education Department, Annual Report, 1939, p. 3.

[2] Edith Clarke, My Mother Who Fathered Me (New York: George Allen & Unwin Ltd., 1957).

[3] Philip Sherlock, The West Indies, p. 130.

[4] Ibid., p. 74.

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[1] Wendell Bell, Jamaican Leaders (Berkley: University of California Press, 1964), p. 76.

[2] This means children between the ages of 12 - 15 who remained either in the senior department of the All-Age school or attended senior schools made to accommodate 800 pupils and equipped to teach Manual Training and Domestic Science.

One major aspect of the pre-Independence period is that efforts were made to improve teacher education through the establishment of an Emergency training college and a junior college, added to major attempts made to improve the health of the children through the School Feeding Programme. There were also efforts made to arouse national interest through the inclusion of local history, civics, geography, West Indian arithmetic, tropical science, local art, dance, poetry and drama in the school curriculum. The Pupil Teachers' Examination was replaced by the Jamaica Local Examination in 1946, and Community Development was emphasised through the Jamaica Welfare Limited and the 4-H Clubs. There was also a swing from British Educational advisers to advisers from the United States.

Political Independence in 1962 brought social and economic change, and made the need for education more urgent. Certain problems such as how to provide accommodation for the broad base of children under the age of 15 in senior schools and All-Age schools, and how to educate people who had missed formal schooling in their childhood became evident. The '70 : 30' policy discussed in Chapter IV, was misguided though well-intentioned because it brought many middle-class children to the public elementary schools and created over-crowding and shortage of accommodation. It must be realised here that though the schools became over-crowded with children from private preparatory schools and lower grades in the secondary schools who were in search of Scholarships and Free Places, about forty percent of the elementary school age children of the poorer classes were still not in school. This policy increased recurrent capital expenditure and left less funds for the promotion or improvement of industry, and it led some poor children to frustration because many dropped out at the end of the first or second year due to economic and social pressures. One tends to feel that instead of the '70 : 30' policy good pre-vocational training in senior schools or senior departments of All-Age schools might have reduced wastage and may have met the requirements of many more children.

The deficiencies of the '70 : 30' policy soon became apparent, and so a more drastic approach was resorted to. This was in the form of junior secondary schools established in 1966, in accordance with the Moyne Report (1939). Critics however, considered the junior secondary approach a waste of the World Bank Loan as it would serve a better purpose if the funds were used to expand elementary education. Mr. Allen who had introduced junior secondary schools however explained that World Bank funds were not available for elementary education. This explanation by Mr. Allen is an example of foreign aid being inimical to development, in that 'he who pays the piper calls the tune'.

The Teacher Internship Programme introduced in 1967, was probably the best experiment that could have occurred in teacher education in Jamaica, since it combined professional training with on-the-job training. It was however adversely criticised in the Daily Gleaner of 6 August 1972. The Minister was accused of resorting to nefarious means to achieve the target of an annual output of 1,000 teachers in 1969, and the interns who were regarded as teachers had only two years of teacher training instead of three years. The critic seemed to have forgotten that many prominent Jamaican teachers of the recent past had received either one or two years of teacher training, though a three-year intramural training was in operation, and such teachers were regarded as trained teachers. The intention announced by Florizel Glasspole in 1972, of returning to the full three-year intra-mural programme would seem a retrograde step since it would be taken at a time when there is shortage of teachers, and the recruitment of expatriate teachers is to be discontinued. This writer considers the Teacher Internship Programme a good example of on-the-job training, as the teacher gains experience while he is learning his profession in reality.

In 1973, a decade after Independence, when Michael Manley announced free education from elementary school to university, it is another attempt at egalitarianism, but it will be unsuccessful unless adequate arrangements are made for the absorption of graduates especially from the elementary and junior secondary schools. These youngsters ought to be given such pre-vocational training as will help them become good apprentices. Educational opportunities open to all, does not mean that all graduates or citizens will be capable of doing the same job. To the writer this means development of the potential of the individual be it for a higher-skilled or semi-skilled job. But in order for this to be successful, this writer advocates emphasis on Vocational Guidance in Jamaican Education.

The current emphasis on Agricultural Education is absolutely necessary in Jamaica. The population increase and the consequent demand for food make it urgent for the island to grow more food to feed its people and thus reduce the importation of foodstuffs so that extra funds will be available for the promotion of industry. The government's stress on Agricultural Education is commendable, but this should work in juxtaposition with industrial development since increased demand for both food and consumer goods have been created by the drift of the population to the towns. The expansion in agriculture will supply internal demands for agricultural goods and will increase export earnings in order to furnish the funds needed to import heavy equipment required for industrialisation. Agricultural education could increase the utilization of land and employ hitherto under-trained and unproductive manpower for the development of the economy. Change will however not occur for the better, unless there is great improvement in conditions in the rural areas. As W. Arthur Lewis[1] has stated, any good elementary school will widen the children's horizons and create expectations which primitive farming cannot fulfil, hence modernization of the whole social fabric is essential in order to prevent frustration on the part of the child. Lewis has also stated that absorption is made difficult if the cost of education is cut in order to reduce the length of elementary schooling, but he warns that universal elementary education will also create problems of absorption if done with speed.

The question of how much education does Jamaica need, and how much education can the country afford, is not relevant to the elementary level since it is a 'social due' for the child to receive elementary education. This will improve his skills in the 3 R's, and thus take him out of darkness so that he can function better even as an apprentice. It is to be understood that elementary education like public health and institutional change improves human capacity. It would be unjust for selection for elementary education to be made on the basis of what manpower the country can absorb since many potential high-level manpower would be screened and condemned at this early stage. As Mrs. Fay Saunders and Mr. W. Hawthorne of the Jamaica Teachers' Association put it, 'Jamaica cannot afford not to afford education for its children'. Moreover the Jamaica economy has been booming in recent years and the government has been taking energetic action to stimulate it further so that more jobs will be available. In 1971, the government started the Economic Stabilization Programme and the Public Sector Building Project intended to help small farmers market their canes. A programme has also begun to bring water to homes which have no supply within five miles. This again will benefit small farmers in remote areas, relieve children of the wearisome chore of carrying water for long distance and help to arrest the drift from the countryside. At the same time, like other programmes it also helps in providing employment for labourers out of work. In 1973, also, the government banned the import of luxury articles in order to promote the production of these items within Jamaica and thereby provide employment at home while it simultaneously improves the balance of trade. The government believes that increased food production is necessary to insulate the people from the currents of world inflation and has taken valuable initiatives such as Operation GROW under which several useful projects are in operation.[1] Land is also leased to the peasants in viable units, the target for 1974 being to set up 5,000 farmers in this way. Gradually, more and more positions at various levels become available as government initiatives multiply and the economy develops. The employment picture while still unsatisfactory, is slowly improving.

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[1] W. Arthur Lewis, "Education and Economic Development." Caribbean Quarterly 7 (1962) : 173 - 74.

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[1] At Hounslow, there is a farm project of 780 acres of land part of which is cultivated in soya, corn, and carrots, and 500 acres are reserved for stock and fodder. Cape Clear, another farm of 2,667 acres is being cultivated by 2,067 farmers who will later be invited to become cooperative owners. "Project Land-Lease" concentrates on leasing 15,000 acres of land to 1,463 farmers. A study of the Agricultural Sector headed by W. Arthur Lewis is being done. When the report of the study is submitted the government hopes to initiate other projects.

It now remains to consider what the future holds and what government priorities should be followed in the immediate years ahead. In the writer's opinion, social amelioriation must take precedence over all other matters, since hunger, bad housing, lack of medical care and family incohesion are inimical to educational progress and to the achievement of national unity. The restriction of population is crucial, and no educational effort will prosper if this is ignored. Particular attention should be paid to ameliorating the harsh consequences of illegitimacy which has also been so baleful a factor in the Jamaican society. Edith Clarke[1] in the book My Mother Who Fathered Me, (1957), has elaborated on the gruelling experience both of the child and the harassed mother who has to strive to nourish and educate the child out of a pitifully small wage. Legislation was passed in 1968 to remove legal discrimination against the illegitimate child but much still remains to be done to remove the social stress completely and assist the children to take their place in the society. As economic standards rise and the social injustices are progressively removed, the gap between the school and the working class community so obvious today - will gradually be closed. The re-inforcement of the schools in deprived areas by the employment of para-professionals, part-time staff, and by the provision of generous equipment allowance will also assist in closing this gap. The provision of more school meals would also be of great assistance and should command high priority in future planning. Such meals would continue to prove an incentive to attendance and would subscribe to improved health of the children and thereby increase the ability to learn. Since such a programme would be too expensive for the government to support alone, it would be necessary to solicit financial support from industry and the community at large.

As far as the elementary school curriculum is concerned, there can be little doubt among educators as to where the priorities should lie. The 3 R's while basic to all schooling at this level are not of themselves sufficient. It is essential to see the school as a social unit concentrating on the production of good citizens who will cooperate rather than compete too aggressively with one another. Health Education is of great importance as there is need for the curriculum to treat environmental problems albeit in simple terms which children can understand. Creole should be used as a means of teaching English in the schools, as this will lessen the communication gap between the teacher and the child. Pre-vocational practical activities should be stressed for older pupils as it is not permissible in a developing country to regard elementary school merely as a precursor of secondary education. Pre-vocational experience should be accompanied by an efficient scheme of Vocational Guidance. A comprehensive and accurate flow of information concerning job opportunities and available training programmes would do much to assist the older pupils in the choice of career and lessen the disillusionment of the elementary school leaver which is currently such a problem. There is real need to involve parents in the work of the school, and the school in the affairs of the community.

The education of teachers is another question which has loomed largely in this survey and much still remains to be done. If the Teacher Internship Programme is in fact to be discontinued, in the writer's opinion it will be,as has been suggested, a retrograde step. The ideal solution in the writer's opinion would be one year in college, then one year of training in schools, and finally, a further year at college. The practical experience gained in the schools will enable the students to maximise the benefit obtained from the final year in college. With regard to the curriculum of the teachers' college there is need of a greater concentration on Child Psychology and training for community leadership so that teachers can fruitfully broaden their role in society. The in-service training being currently conducted by the Jamaica Teachers' Association is worthy of expansion as is also the valuable Summer Vacation Programme of the Ministry of Education. Consideration should also be given to the plight of teachers in remote areas. More needs to be done to provide them with accommodation, and an isolation bonus for them might also be expedient.

Finally, one must return to the urgent need for a comprehensive programme in rural development in Jamaica. The schools can play a vital role in this programme,which is so necessary for social and economic advance,and they will undoubtedly be its beneficiary.

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SOURCES CONSULTED

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APPENDICES

APPENDIX A

JAMAICA 4-H CLUBS

The organisation of 4-H Clubs in the West Indies first commenced in Jamaica during 1940. Since that date continuous progress has been made and the organisation is now recognised as the most active and effective youth movement in the rural areas of the Island. As a result of the successes achieved in Jamaica, 4-H clubs have been formed in other parts of the West Indies and there are indications that this development may well spread throughout the Caribbean area.

The 4-H Club Organisation is really a voluntary youth organisation for rural boys and girls to give training in agriculture and homecraft, developing at the same time all their individual capacities. Through 4-H Club work young people learn better farm and home practices and the finer and more significant things of life. Club work covers three important phases -

1. Educational:

   In this field 4-H Club work -

   (i) provides young people with opportunities for training in Agriculture and Homecraft;

   (ii) gives them the opportunity to learn by doing;

   (iii) develops in them a scientific attitude towards a solution of problems appertaining to home and farm life;

   (iv) provides training in business methods through record keeping.

2. Economic:

4-H Club work stresses this important aspect of life.

- (i) It enables young people through improved practices in home and on the farm to increase production and improve their standard of living.
- (ii) Through project work they are encouraged to produce, to own, and to build up from small beginnings ultimately forming the foundation for the development of a strong virile peasantry.

3. Sociological:

In the social field through 4-H Club work -

- (i) boys and girls develop desirable ideals for home life, community life, and citizenship;
- (ii) opportunities are provided for the development of a sense of responsibility and young people are encouraged to become public spirited citizens and leaders in their community.
- (iii) boys and girls develop the habit of working together, and realise the value of co-operative effort in solving problems of daily life;
- (iv) opportunities are provided for young people to take part in community affairs thus arousing vital interest in the lives of others and a pride in village life;
- (v) young people develop habits of healthy living and are directed in the intelligent use of leisure.

Source: 4-H Club Bulletin 1 (1972) : 34 - 35.

APPENDIX B

JAMAICA WELFARE LIMITED.

Out of an agreement between the Jamaica Welfare and banana companies, a limited liability company with a capital of £15. was formed. It received its constitution on 7 June 1937 and became the Welfare Limited.

That very year Jamaica Welfare Limited collected £25,631. 12. 10 d. from cess, and though it had complete control over these funds, it kept in close touch with the donors.

The first directors of the new Welfare Company were: Messrs. N.W. Manley, chairman; Ansell Hart, U. Theo McKay, G.R. Hawkins, G.G.R. Sharp, C.N. Hemming, Rudolph Burke and Dr. W.E. McCulloch, Miss Edith Clarke and Mr. Lewis Ashenheim. Major A.R. Moxsy acted as executive secretary.

The aim of the work at the inception included the development of community organizations based on "The Better Village" plan and the formation of Village Councils, the building of community centres, the study and promotion of the Co-operative Movement, the establishment of Mobile Cinema Units to promote educational work. Later the promotion of better home economics and a campaign to improve nutrition and the promotion and encouragement of cottage industries were added.

From the outset Jamaica Welfare Limited was flooded with applications from communities all over the island for its support but actual field work was started only at Guys Hill. It was a prosperous banana community, the meeting point of three parishes - St. Ann, St. Mary and

St. Catherine - and the settlers through their active Citizens Association had actually bought property and settled on it. Despite the uprising of 1938 the plan of community development went through and in December of that year the first large Community Centre sponsored by Jamaica Welfare Limited was declared opened.

In 1939 Jamaica Welfare Limited extended its work to Porus in Manchester for a number of very good reasons not the least of which was the fact that there was a great degree of self-help going on there. Porus and the six adjacent villages chosen had over fifteen active groups including church, scouts, and citizens associations. What was more it was on a important main highway to the western end of the island and the work there stood to gain much attention by people travelling from other areas.

The second and last big community centre to bear the name of Jamaica Welfare Limited was built in Porus in 1939; the first rural Credit Union was founded there in keeping with the cooperative drive and the necessity of founding new types of cooperatives to fit local needs.

The community centres were outstanding achievements and though maximum appreciation took some time the people finally came to regard them as their legitimate places of assembly and recreation. Their establishment stimulated better musical appreciation, the formation of local orchestras and hiring of others from Kingston. They started the destruction of the local "bram" and "rub up" dances.

In those early years also community councils co-ordinated the work of village groups, directed affairs and bore responsibility. The people were learning practical democracy and admiration for the day of the dictatorial strong man was passing. The need for more hands led to the beginning of a training programme for voluntary leaders. The community spirit blossomed and "day for day" agricultural help among the rural peasants was given a new status.

Ironically enough when Jamaica Welfare branched out to St. Elizabeth to establish the first rural consumer cooperative at Bull Savanna, it was to lessen the giant hold Major Moxsy had on the tomato crop there. Government had bought shares in the company and the decision was taken to convert it into a cooperative.

In the meantime the war in 1939 seriously affected banana exports and cess collections fell. But the organization plodded on against the financial odds by falling back on savings it had laid away in the good years. By 1942 when the cess ended just over a mere £2,000 had trickled into the coffers. Thereafter Government took over the banana export business and the end of an era in the life of the organization had come.

A new era started in 1943 in the face of the crisis which had developed with the loss of financial support. On the basis of its know-how, Colonial Development and Welfare signified its willingness to hand over its welfare programme in Jamaica and a £10,000 annual contribution to the welfare body. Negotiations with the local Legislative Council and reorganization and reconstitution took place and out of it came Jamaica Welfare (1943) Ltd.

Jamaica Welfare (1943) Ltd. was basically dedicated to the same objectives, only that the area of operation was gradually expanded, and the volume of responsibility heavier. Its freedom to follow a course of trial and error was curtailed, and it had official representation on the Board. It was the Legislature which passed the funds it used and so naturally the organization came under the political periscope, for five years until March 1949 when its contract ended and it came under the portfolio of the Minister of Education.

Source: The Jamaica Welfare Reporter Sept. - Oct., 1958, pp. 5 & 51. Kingston: The Jamaica Social Welfare Commission.

APPENDIX C

THE FIRST BOOK FOR USE IN ELEMENTARY SCHOOLS IN JAMAICA, 1839.

(i) Foreward

The Contents of this book are wholly from the Scriptures.

(ii) Section I: Words of not more than two letters.

Lesson 6.

As in it. As he is. Wo is me. Lo he is. If it be so.

Go ye up. Be as I am. I am as ye.

(iii) Section II: Words of not more than three letters.

Lesson 9.

old	for	son
fro	rod	one
An old man.	To and fro.	As for me.
Do it not his rod.	Set on a pot.	The end of me Son of God.
Who did no sin.	God is one.	

(iv) Section III: Words of not more than four letters.

Lesson 8.

hear	will	from	work
wise	six	done	pure

(v) Section IV: Words of not more than five letters.

Lesson 13.

place	save	years	high
look	proud	dust	truth

A high look, and a proud heart, is sin. See that ye fall not out by the way. Buy the truth and sell it not. All go to one place; all are of the dust, and all turn to dust. But thou, O God! art the same; and Thy years shall have no end.

(vi) Section V: Words of not more than one syllable.

Lesson 6.

plant
build
spend
break
weep
time
peace
tale
years
laugh
frail
pluch

A time to born and a time to die; a time to plant and a time to pluch up; a time to break down and a time to build up; a time to weep and a time to laugh; a time to get and a time to lose; a time to rend and a time to sew; a time of war and a time of peace. We spend our years as a tale that is told. Lord make me know mine end, that I may know how frail I am.

Source: Shirley Gordon - *A Century of West Indian Education*, p. 38.

APPENDIX D

THE BOARD OF EDUCATION

The Board of Education was constituted under Law 31 of 1892. The Board's functions are:

To consider and advise upon any matters connected with the working of Public Elementary Schools in Jamaica, particularly: -

(1) Any such matters as may from time to time be referred to it by the Governor;

(2) Any changes in the Code that it may think desirable to be made or that may be referred to it by the Governor;

(3) Any changes that may be necessary for the working of compulsory attendance when brought into force;

(4) The establishment of new schools, and the closing of or withdrawal of assistance from superfluous, unnecessary or inefficient schools;

(5) Any changes in the Education Laws it may consider advisable to be made.

It is also provided that when alterations are made in the Code, "all such alterations shall either have been recommended by the Board of Education or shall have been submitted to that Board for its consideration and advice."

The members of the Board of Education were:

Chairman: *The Superintendent of Schools.
The Anglican Bishop of Jamaica.
The Roman Catholic Bishop.

The Moravian Bishop.

The Principal and Senior Co-principal of Mico College,

*Three members of the Legislative Council.

The Principal of the University College. (This was a High School which prepared students for University entrance examinations).

The Board of Education, with the approval of the Governor, assigned and delegated to each District School Board the following duties and powers in respect to educational matters:

(a) To manage all the Government Schools in the District. One member of the Board shall be the Correspondent for each Government School. The same member may act as Correspondent for more than one school.

(b) To appoint from their number of otherwise one or more Visitors for each Government School in the District, who will report to the District School Board (for further report to the Parish School Board if desirable) as to the condition and state of repair of the buildings, sanitary conditions, sufficiency of size in view of average attendance, appliances and fittings.

(c) To perform such duties as the Parish School Board may from time to time specially delegate to it, and to carry out such orders as the Parish School Board may lawfully issue and particularly those duties provided for in these Regulations.

(d) To appoint from their number of otherwise one person

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*These were not ministers of religion.

acceptable to the Corresponding Manager of a Voluntary School in the District to be a Visitor of such schools; who shall report to the District School Board (for further report to the Parish School Board if desirable) as to the condition and state of repair of the buildings, sanitary conditions, sufficiency of size in view of average attendance, appliances and fittings.

(e) In all cases where a building grant is asked for the District School Board is to be consulted, through the Parish School Board, before the grant is allotted.

A District School Board may appoint an Attendance Officer or Officers. Such Officers shall be subject to the control and direction of the District School Board and may, subject to the approval of the Parish School Board, be dismissed by it at any time. They shall receive such remuneration as may be fixed by the Governor on the recommendation of the District School Board forwarded through the Board of Education.

Duties of Parish Boards:

The following duties were assigned to Parish Boards by the Board of Education under Section 18 (B) Law 31 of 1892.

(a) To consider and advise the Board of Education upon any matters connected with the working of Public Elementary Schools in the parish, and particularly, any such matters as may from time to time be referred to it by the Education Department or the Board of Education.

(b) To make recommendations to the Board of Education with regard to the establishment of new schools, Infant Schools or Departments, Continuation Schools and Manual Training Schools or Centres, the closing or amalgamation of Elementary Schools, and generally with regard to the better working of the schools of the parish.

(c) To make recommendations to the Board of Education as to the introduction of compulsion in any part of the parish, and local regulations concerning the same.

(d) To be the Board of Appeal in connection with the appointment or dismissal of Attendance Officers.

(e) To supervise the general working of the Government Schools in the parish, and to act as a Board of Appeal from District School Boards in cases affecting teachers employed in or scholars attending Government Schools in the parish, which within the provisions of the Code admit of such appeal.

(f) With reference to Voluntary Schools, to consider summaries of the results of Annual Inspections of such schools which shall be forwarded by the Education Department, with a view to the general improvement of the schools in the parish. These reports may, if thought necessary, be sent down by the Parish School Board to the District School Boards for their opinions or suggestions; but all recommendations based upon the consideration of such reports shall in due course be addressed by the Parish School Board to the Department and not to the Managers of such schools.

(g) To receive and consider reports from the District School Boards as to the buildings and accommodation, equipment and furnishing, and the staffing of such Schools, and make recommendation to the Department thereupon.

(h) To negotiate with the Managers of Voluntary Schools when the transfer of such schools from the class of Voluntary Schools to that of Government Schools is offered, with the concurrence of the authorities of the Denomination with which such school is connected. Such transfer shall be made only with the consent of the Education Department and of the Board of Education.

And it is declared that the foregoing provisions may from time to time be repealed, altered or varied by the Board of Education with the approval of the Governor.

Source: Handbook of Jamaica 1926, p. 345.

APPENDIX E

CHANGES IN THE ORGANISATION OF THE EDUCATIONAL SYSTEM 1950 - 59.

In November 1950, the Director of Education was made Supervisor of the whole educational system, and the Board of Education became the Education Authority. In 1953, the Director of Education was re-named Chief Education Officer. Working with him were two Deputy Chief Education Officers; the Education Adviser, and the Permanent Secretary. The Permanent Secretary was the Administrative Adviser while the Education Adviser was the Professional Adviser. Next in rank, were Principal Education Officers, Senior Education Officers, and Education Officers. The Education Authority was abolished in 1956. It was replaced by the Education Advisory Council which advised the Minister on matters of policy. The Council, under the Education Amendment Law of 1956 consisted of twenty-two members including representatives from Teachers' Organisations, Grant-Aided Public Elementary Schools. The Ministry of Education replaced the Education Department in 1958. A Board of Teacher Training to advise the Minister on matters relating to Teacher Education, was appointed in 1956.

The Ministry of Education was divided into five administrative departments - Primary, Post-Primary, Building, School Supervision and Finance. For matters of supervision, the island was divided into four divisions.

A system of inspection of schools known as the Tri-ennial Examination was introduced in 1950. This meant that teachers assessed their students and wrote their own reports for two out of three years. On the third year, the school was inspected by a panel of inspectors on the basis general efficiency, in academic courses, efficiency of gardening, promotion of games, interest in Social Welfare, and effectiveness in character building. For the purpose of inspection and accommodation of growing numbers a new classification of schools came into effect in 1958. The classification was as follows:

Grade	Average Attendance
I	500 and over
II	301 - 500
III	150 - 300
IV	Under 150

Each school was classified as first-, second-, or third-class within its own grade by the Education Officer. The school year under this new classification consisted of: 400 sessions for urban schools and 360 sessions for rural schools. Half a day was considered a session, and rural schools were permitted to cease operation for the week at the end of the Friday morning session.

Source: Jamaica, Education Department, Annual Reports: 1950 and 1951. Jamaica, Ministry of Education, Annual Reports: 1958 and 1959.

APPENDIX F

THE EDUCATION ACT, 1965

21--(1) It shall be the duty of the parent of every child of compulsory school age i.e. 8 - 15, residing in a compulsory education area to cause him to receive full-time education suitable to his age and ability, and satisfactory to the Educational Board for the area, either by regular attendance at school or otherwise.

(2) If any child of compulsory school age in a compulsory education area who is a registered pupil at a school fails to attend regularly thereat, the parent of the child shall be guilty of an offence against this section.

(3) In any proceedings for an offence against this section the child shall not be deemed to have failed to attend regularly at school by reason of his absence therefrom--

(a) at any time when he was prevented from attending by reason of sickness or any unavoidable cause;

(b) with leave granted by any person authorised in that behalf by the owners of the Managers or the Governors of the school;

(c) if the parent proves that the school at which the child is registered is not within walking distance of the child's home.

(4) In this section 'walking distance" means, in relation to any child who has not attained the age of eight years, two miles, and in relation to any other child, three miles, measured in any case by the

nearest available route.

(5) Any person who is guilty of an offence against this section shall be liable on summary conviction before a Resident Magistrate, in the case of a first conviction, to a fine not exceeding ten shillings ($J1), in the case of second conviction, to a fine not exceeding two pounds ($J4), and in the case of a third or subsequent conviction, to a fine not exceeding five pounds ($J10), or to imprisonment for a term not exceeding fourteen days or to both such fine and such imprisonment.

23--(1) It shall be lawful for any person authorised to enforce compulsory attendance on behalf of the Educational Board (which person is hereafter referred to as an Attendance Officer) at any time between the hours of seven o'clock in the morning and six o'clock in the evening on any day to enter any premises and there make enquiries as may be necessary to determine whether the provisions of section 21 are being complied with in relation to any child whom he has reasonable cause to believe to be residing on such premises.

Source: Jamaica, Ministry of Education, The Education Act 1965 PART III, pp. 17 - 20.